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ABSTRACT

The U.S. Government's concern for preservation of important archeological properties began during the 19th century in response to the destruction and looting of Indian ruins in the U.S. Southwest. Since that time, the breadth of this concern has grown to include the consideration of impact to archeological properties, as well as to other kinds of cultural resources, by most Federal activities. This issue of the CRM Bulletin provides a comprehensive description of the federal government's involvement in the interpretation, management and preservation of the U.S. archeological heritage. A wide range of agencies and activities are involved in federal archeology at the national, state, and local levels, and all of the archeological work this encompasses is referred to as the Federal Archeology Program. The following articles are included: "Managing Our Nation's Archeological Resources for Future Generations" (Jerry L. Rogers); "Current Directions in the Federal Archeology Program" (Bennie C. Keel); "The Society for American Archeology and the Federal Archeology Program" (Kathleen M. Reinburg); "Society of Professional Archeologists and the Federal Archeology Program: Standards" (J. Ned Woodall); "State Historic Preservation Officers and the Federal Archeology Program" (Valerie Talmadge); "History of the Federal Archeology Program" (Edwin C. Bears); "Federal Archeology in Indian Country" (Donald R. Sutherland); "The Lake Clark Sociocultural Project" (Ted Birkedal); "Public Participation in Archeological Investigations on Federal Lands" (Jilia O. Elmendorf); "Public Awareness of Federal Archeology" (adapted from a handbook); Arizona Archeology Week: Expanding Public Awareness through a Federal and State Partnership" (Teresa L. Hoffman); and "Looters of the Past: An Enforcement Problem in the Pacific Northwest" (Lynell Schalk). There is also a series of brief descriptions of how various departments and agencies intersect with the Federal Archeology Program, as well as a brief concluding article on awards for archeological achievement by Robert F. Crecco. (DB)

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Archeology and the Federal Government

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CRM BULLETIN

Volume 11: Special Issue Cultural Resources Management • National Park Service **July 1988**
A Technical Bulletin for Parks, Federal Agencies, States, Local Governments, and the Private Sector

Archeology and the Federal Government

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The Federal Archeology Program

Purpose and Structure

The Federal government's concern for preservation of important archeological properties began during the nineteenth century in response to the destruction and looting of Indian ruins in the American Southwest. Since then, the breadth of this concern has grown to include the consideration of impacts to archeological properties, as well as other kinds of cultural resources by most Federal activities. As this issue of the *CRM Bulletin* illustrates, a very wide range of agencies and activities at the national, state, and local levels are involved in Federal archeology. All of the archeological work that this encompasses is referred to as the Federal Archeology Program. It is part of the larger National Historic Preservation Program which operates by authority of various statutes, central among them the National Historic Preservation Act (P.L. 95-515). The Federal Archeology Program involves several additional statutes that are specific to archeological properties and activities: the Antiquities Act of 1906 (P.L. 59-209), the Archeological and Historic Preservation Act of 1974 (P.L. 93-291), and the Archaeological Resources Protection Act of 1979 (P.L. 96-95).

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Managing Our Nation's Archeological Resources for Future Generations

Jerry L. Rogers

Effective management of archeological resources on public and Indian lands is one of our most important responsibilities. The importance becomes extremely apparent when one considers that approximately one-third of the land in the

(Continued on next page)

Current Directions of the Federal Archeology Program

Bennie C. Keel

The participation of the Department of the Interior in helping to preserve the nation's archeological resources was clearly established by the Antiquities Act which, among other things, authorized the Secretary to accept significant properties on

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Managing Our Nation's Archeological Resources for Future Generations
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United States is under the jurisdiction of the Federal government. As a result of population expansion and resulting development which has altered the landscape, the majority of our nation's remaining protected and "undisturbed" archeological resources are likely to be found on these very lands. The fact that archeological resources are still there is related directly to past and present policies aimed at managing our nation's resources so they will be available for present and future generations.

In order to handle this job it is important to develop long-range planning based on a thorough knowledge and understanding of the overall resource base. Although considerable efforts have been made over the years, in all parts of the country, the nature and extent of our archeological resource holdings cannot yet be adequately characterized. Based on the results of archeological surveys conducted to date it is apparent that the majority of archeological resources on lands managed by the Federal government remain to be identified and evaluated. On the one hand this presents a complex set of problems in planning for and managing the total resource base; on the other hand it means that many of our nation's remaining archeological resources, although undocumented, are within land areas that are protected by Federal historic preservation laws, statutes, and regulations. This is not to say that Federally owned resources are not in danger of being destroyed by either natural or man-induced factors. What it does mean is the administrative and management mechanisms are available to deal with long-range archeological resource management on a national scale. Effective management must take into consideration that archeological resources contain valuable interdisciplinary information that should be made available to the public, as well as the fact that archeological resources must be protected from both natural and man-made destruction, while at the same time allowing evaluation through data collection. Part of effective management will be balancing protection and data collection in a manner consistent with the nation's multiple interests. Management decisions should be made with awareness that archeological resources are unique and nonrenewable. Decisions that might preserve or deny these resources to future generations must be taken very seriously with as full an understanding of the impact as possible.

Knowing enough about the location of resources, what they may contain, how they might contribute to our understanding of the past, their condition, and factors (present and potential) that could adversely impact them is the first step in developing effective long-range planning. To this end, I encourage managers and others involved in archeological resource management to look for ways to inventory and evaluate archeological resources, within existing programs and projects, while also developing long-range management plans to increase such efforts until a sufficient portion of the lands under their jurisdiction have been examined to allow efficient and effective management of the overall resource base.

The past is not dead. It is alive in our nation's prehistoric and historic sites, ready to reveal its information to those who seek its counsel. As future generations become present generations the obligation to manage archeological resources will be in their hands. We cannot predict all the new problems that future generations will face with respect to this task. However, one thing is certain, the past must be managed by the present for the future. As questions change and evolve concerning that portion of our heritage which is only available within our nation's archeological resources, and as technology improves our ability to extract information from them, it is likely that we will learn more, not less, about our past. However, this can only happen if a portion of that past is documented and preserved through effective planning and management. This is our permanent and undivided obligation.

Jerry L. Rogers is Associate Director, Cultural Resources, National Park Service.

Current Direction of the Federal Archeology Program
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behalf of the United States Government. The importance of this participation is perhaps best known through the history of activities of the Department's bureaus, such as the National Park Service's early role in supporting Federal archeology and the Bureau of Reclamation's efforts in the reservoir salvage program. What is less well-understood is that these activities were based at the outset upon the recognition of the need for agency coordination. To this end, the office of the Departmental Consulting Archeologist (DCA) was created by the Secretary in 1927 to help develop and give direction to the government's involvement in archeology. Initially, this amounted to institutionalizing the provisions of the Antiquities Act as a feature of Federal preservation. Later statutes have clarified what is meant by preservation of the national heritage, and the responsibilities of Federal agencies have been defined. Until the early 1970s, the National Park Service in large part performed archeological work on behalf of other Federal agencies. Federal agencies began to build their own programs in the mid-1970s, and the role of the DCA changed to one of coordination and assistance in the development of those programs and projects. Currently, the efforts to improve the Federal Archeology Program through leadership and coordination reflect the directions taken in public archeology in the past fifteen years.

Federal archeological activities are now largely conducted under the guidelines and objectives of agency programs with respect to preservation laws and regulations. As such, there is wide understanding of the importance of conducting professional, efficient projects, sharing information, making substantive contributions to knowledge about the cultural past, and disseminating results. The participation of the Department through the office of the DCA in complex interagency projects

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The Federal Archeology Program
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The ways in which different departments and agencies are involved in the Federal Archeology Program depend upon their function within the government. Some agencies, such as the Bureau of Land Management (BLM), the Forest Service (FS), the National Park Service (NPS), and others, are responsible for managing large amounts of land or other kinds of resources. These agencies are responsible for the care of important archeological resources under their control. Other agencies, such as the Environmental Protection Agency (EPA), the Federal Highway Administration (FHWA), and others, function to help other levels of government or the private sector to develop resources or facilities. These agencies are required to ensure that the developments that they facilitate, license or fund do not wantonly destroy important archeological resources. Although it is possible to generally categorize agency functions as resource management or development, many agencies carry out a combination of these kinds of activities as they execute their specific roles. The resource management agencies, for example, undertake or permit development activities on the lands they administer. Some agencies that are primarily development-oriented, such as the Bureau of Reclamation (BOR) and the Corps of Engineers (COE), administer some lands for recreation or other purposes as well. Large agencies, especially, undertake a wide variety of activities for which archeological investigations are needed.

As one might reasonably expect, given the different roles, agencies can take very different approaches to how they meet their archeological responsibilities. Some, such as the BLM, FS, and NPS, have developed extensive internal archeological programs with large professional staffs. Agencies mainly responsible for assisting other levels of government with development projects, such as FHWA and EPA, have passed along the responsibility for accomplishing the actual archeological investigations to state or local agencies that are undertaking the development actions. Examples of the specific ways that individual agencies organize their archeological programs are described in later sections.

The Federal Commitment to Archeological Preservation and Its Importance to American Archeology

The purpose of the Federal Archeology Program is to provide for effective management, in the public's interest, of the nation's archeological resources. This mandate is based upon a variety of laws passed to ensure the preservation of important archeological resources. Central to this mandate is the Federal policy enunciated in the first four statements in Section 2 of the National Historic Preservation Act:

> **It shall be the policy of the Federal government, in cooperation with other nations and in partnership with the States, local government, Indian tribes, and private organizations and individuals to:**
>
> ***1) use measures, including financial and technical assistance, to foster conditions under which our modern society and our prehistoric and historic resources can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations;***
>
> ***(2) provide leadership in the preservation of the prehistoric and historic resources of the United States and of the international community of nations;***
>
> ***(3) administer federally owned, administered, or controlled prehistoric and historic resources in a spirit of stewardship for the inspiration and benefit of present and future generations;***
>
> ***(4) contribute to the preservation of nonfederally owned prehistoric and historic resources and give maximum encouragement to organizations and individuals undertaking preservation by private means...***

The preservation of important archeological remains has been a special concern within the Federal government since the late 1800s. In 1879, Congress authorized establishment of the Bureau of Ethnology, later the Bureau of American Ethnology, within the Smithsonian Institution. Archeology was among the anthropological subject areas of concern for the Bureau. During the next two and a half decades concern for the preservation of American antiquities grew within and outside the government. Reports and warnings from individuals and professional organizations, such as the American Association for the Advancement of Science, the Anthropological Society of Washington, and the Archaeological Institute of America, increased public awareness of the destruction of archeological ruins, especially in the Southwest, and lead to the passage in 1906 of the Antiquities Act (P.L. 59-209). This far-reaching statute made Federal officials responsible for protecting archeological sites on the lands that they also administered. It prohibited the looting and vandalism of these public resources. The Act also provided the President with a means of protecting significant cultural and natural resources on Federal lands, an authority that several presidents have used to establish National Monuments preserving these resources for the American public.

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The Antiquities Act provided a basic mandate for those Federal agencies that administered public lands to preserve archeological sites on these lands. The scope of Federal activities and their effects beyond public lands increased substantially after the massive pubic works programs of the 1930s. The concern for adverse impacts to all kinds of historic properties and the need to provide means to avoid or mitigate them produced the National Historic Preservation Act in 1966. Archeological preservation efforts benefited directly from this legislation and regulations that implemented it. In addition, Congress paid special attention to the effects of Federal construction activities on important archeological resources and amended the Reservoir Salvage Act (P.L. 86-523) in 1974 to require that Federal agencies fund archeological data recovery made necessary by their development projects.

In 1979, in response to increased threats to archeological sites from looting and problems with enforcement of the Antiquities Act, the Archaeological Resources Protection Act (ARPA / P.L. 96-95) was passed. This statute applies mainly to Federal land-managing agencies and to the protection of archeological sites on public lands; however, it also prohibits interstate and international commerce or transportation of archeological remains obtained in violation of State or local statutes.

ARPA improved the means of enforcing prohibitions on looting and vandalism, stiffened penalties, and prohibited trafficking in artifacts removed illegally from public lands. Several areas of concern not dealt with in other statutes were also identified in this Act, such as custody and disposition of collected or excavated material and confidentiality of site location information. The Act also calls for cooperation among Federal authorities responsible for the protection of archeological resources on public land and private individuals, professional organizations, and individual professional archeologists in order to further the preservation of important archeological resources throughout the nation. This wide-ranging mandate presents many opportunities for productive Federal and non-Federal interaction.

The role of Federal archeological activities in American archeology has been and continues to be very important. The preservation of resources on public lands, roughly one third of the nation, acts to conserve archeological resources for future generations. More and more of the contemporary information about prehistoric and historic archeology comes from investigations funded by Federal agencies or mandated by Federal laws. Our country has a long and rich past that belongs to and is part of all Americans. A substantial part of that past is represented only by archeological remains. For those things that are no longer remembered or happened before the written record, or were not written down at all, the archeological record is our only means of recovering, explaining, interpreting, and understanding the past. During the last century, the Federal government has developed laws and regulations, in the public's interest and at its urging, to protect these resources on public lands and from wanton destruction by Federal or Federally assisted or licensed projects. The Federal Archeology Program is the composite by which these preservation efforts are carried out.

Organization of the Federal Archeology Program

The Federal Archeology Program is based on laws and executive orders enacted by Congress and the President and regulations written to carry them out. Federal compliance with these directives is effected through agency cultural resource and archeological experts in coordination with State Historic Preservation Officers in each state and the Advisory Council on Historic Preservation. The 1974 amendments to the Reservoir Salvage Act and the Archaeological Resources Protection Act of 1979 assigned the Secretary of the Interior a special role in providing guidance, coordination, and oversight for the Federal Archeology Program.

• Role of the Secretary of the Interior and the National Park Service

The laws mentioned in the previous section give the Secretary of the Interior broad responsibilities and duties relating to archeology and historic preservation conducted by the Federal government. These laws encompass the responsibilities for administering, and/or promulgating regulations for a variety of archeological and historic preservation activities. They include maintenance of the National Register of Historic Places, grants-in-aid programs for historic preservation, developing standards for State historic preservation programs, and providing technical advice, to name a few.

The Secretary, in turn, has delegated general responsibilities for Federal archeology to the Director of the National Park Service. The Associate Director for Cultural Resources administers the program through the Assistant Director for Archeology, who is also the Departmental Consulting Archeologist (DCA). The Archeological Assistance Division serves as the staff for the DCA in carrying out these functions. The DCA fulfills the Secretary's responsibilities for providing technical guidance, leadership, coordination, and oversight of the Federal Archeology Program.

• **Role of Individual Departments, Agencies, etc.**
Each agency is responsible for ensuring that its actions do not wantonly destroy significant archeological properties. The specific means various agencies use to meet this responsiblity are described beginning on page 11.

• **Role of the Advisory Council on Historic Preservation**
The National Historic Preservation Act of 1966 established the Advisory Council on Historic Preservation to provide advice to, and review Federal and Federally assisted activities that affect historic properties. Section 106 of the Act requires that Federal agencies allow the Advisory Council to comment on any activities that might affect properties on or eligible for the National Register. The Council's regulations (36 CFR 800) outline a set of procedures that Federal agencies follow to comply with the consultation process.

• **Role of the Historic Preservation Officers**
Each State, territory, and freely associated government has an official designated as the Historic Preservation Officer (HPO). In addition to administering the historic preservation programs, the HPO functions as a liaison with Federal agencies to integrate their archeological activities with an overall preservation plan. The HPO plays a key role in the consultation procedures between the Advisory Council and Federal agencies and assists the agencies in determining National Register eligibility and possible effects of their actions on such properties.

Government, the Public, and the Law

The Federal government has a long history of involvement in archeological activities. Its support of archeology reflects the interest and concern of the American public. This support can be seen in the fact that lawmakers have passed laws, in response to their constituencies, to protect our nation's archeological resources. Although Federal agencies may differ in how they address their legal responsibilities with respect to archeological resources (due to individual directives), the Federal government has developed a nationwide program based on this legislation, aimed at managing and protecting historic and prehistoric sites located on lands administered by the Federal government or associated with Federally assisted or licensed projects.

Numerous laws, regulations, and executive orders have been adopted that affect archeology in the Federal government. Some are more far reaching than others with respect to the Federal Archeology Program, but all are important. Major pieces of legislation affecting Federal archeology are summarized in this section.

Laws, Regulations, and Executive Orders

Antiquities Act, 1906 (P.L. 59-209)
The Antiquities Act of 1906 was the first general Act providing protection for archeological resources. It protects all historic and prehistoric sites on Federal lands, and prohibits excavation or destruction of such antiquities without the permission (Antiquities Permit) of the Secretary of the Department having jurisdiction. It also authorizes the President to declare areas of public lands as National Monuments and to reserve or accept private lands for that purpose. Applicable regulation is 43 CFR 3, Antiquities Act of 1906.

National Park Service Organic Act, 1916 (P.L. 64-235)
This Act states that the parks are "... to conserve the scenery and the natural and historic objects, and the wildlife and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

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Historic Sites Act, 1935 (P.L. 74-292)
The preservation for public use of historic sites, buildings, and objects is declared a national policy by this Act. It gives the Secretary of the Interior authority to make historic surveys, to secure and preserve data on historic sites, and to acquire and preserve archeological and historic sites. Subsequently, this authority allowed the establishment of the River Basin Survey, which surveyed and excavated hundreds of sites in advance of large water development projects in the major river basins of the Mid-West. This Act also establishes the National Historic Landmarks program for designating properties having exceptional value in commemorating or illustrating the history of the United States. Applicable regulations are 36 CFR 65, National Historic Landmarks and 36 CFR 68, DOI Standards for Historic Preservation.

Federal-Aid Highway Act, 1956 (P.L. 91-605)
Because of public concern about the destruction of archeological sites as a result of highway construction, Congress included in this Act a provision prohibiting the use of historic lands unless there was no feasible alternative. This is the first statute protecting archeological resources from the impacts of Federal or Federally financed construction projects.

Reservoir Salvage Act, 1960 (P.L. 86-523)
Federally constructed reservoirs represent another major source of destruction of archeological resources that cannot be resolved without a specific source of funding. The Act requires Federal agencies building, or permitting the building of reservoirs, to notify the Secretary of the Interior when such activities might destroy important archeological, historic, or scientific data. The Secretary is authorized to conduct appropriate investigations to protect those data. The Act also authorizes agencies to spend up to 1% of their construction funds on the protection of historic and archeological resources. This is the first act to recognize that archeological sites are important for their data content, and to provide a source of funding for collecting archeological data.

National Historic Preservation Act, 1966 as amended (P.L. 95-515)
This Act establishes as Federal policy the protection of historic sites and values in cooperation with other nations, States, and local governments. It establishes a program of grants-in-aid to States for historic preservation activities. Subsequent amendments designated the State Historic Preservation Officer as the individual responsible for administering programs in the States. The Act also creates the President's Advisory Council on Historic Preservation. Federal agencies are required to consider the effects of their undertakings on historic resources, and to give the Advisory Council a reasonable opportunity to comment on those undertakings. The applicable regulations are 36 CFR 60, National Register of Historic Places; 36 CFR 65, National Historic Landmarks; 36 CFR 800, "Protection of Historic Properties (Advisory Council on Historic Preservation); 36 CFR 801, "Urban Development Action Grant Program - Historic Preservation Requirements"; 36 CFR 61, Procedures for Approved State and Local Government Programs; and the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation.

In 1980 a series of amendments to the National Historic Preservation Act and other preservation legislation was passed. Included are codification of portions of EO 11593, requiring an inventory of Federal resources and Federal agency programs to protect historic resources; clarification that Federal agencies can consider inventory and evaluation of resources to be excluded from the 1% fund

limit under the 1974 Act (only actual data recovery activities must be included within the 1%); and authorization for Federal agencies to charge reasonable costs, for protection activities, to Federal permittees and licenses. This last provision resolved a controversy about whether private interests could be required to pay costs of protecting archeological and historic resources that would otherwise be destroyed by those activities.

Department of Transportation Act, 1966 (P.L. 89-670)
Directs the Secretary of Transportation not to approve any program or project that requires the use of land from a historic site of National, State or local significance unless there is no feasible and prudent alternative to use such lands and such program includes all possible planning to minimize harm to such historic properties. This applies to the Federal Highway Administration, Federal Aviation Administration, the Urban Mass Transportation Administration, and the U.S. Coast Guard.

National Environmental Policy Act, 1969 (P.L. 91-190)
This Act requires Federal agencies to prepare an Environmental Impact Statement (EIS) for every major Federal action that affects the quality of the human environment, including both natural and cultural resources.

Executive Order 11593, 1971 "Protection and Enhancement of the Cultural Environment" (16 USC 470)
This executive order requires Federal agencies to take a leadership role in preservation by surveying all lands under their ownership or control and nominating to the National Register all properties which appear to qualify. It also requires agencies to avoid inadvertently destroying such properties prior to completing their inventories (codified as part of 1980 amendments to the National Historic Preservation Act).

Archeological and Historic Preservation Act, 1974 (P.L. 93-291)
Congress amended the Reservoir Salvage Act to extend the provisions of the Act to all Federal construction activities and all Federally licensed or assisted activities that will cause loss of scientific, prehistoric, or archeological data. It requires the Secretary of the Interior to coordinate this effort, and to report annually to Congress on the program. It permits agencies either to undertake necessary protection activities on their own or to transfer to the Secretary up to 1% of the total authorized for expenditure on a Federal or Federally assisted or licensed project to enable the Secretary to undertake the necessary protection activities.

American Indian Religious Freedom Act, 1978 (P.L. 95-341)
This Act makes it a policy of the government to protect and preserve for American Indians, Eskimos, Aleuts, and Native Hawaiians their inherent right of freedom to believe, express, and exercise their traditional religions. It allows them access to sites, use and possession of sacred objects, and the freedom to worship through ceremonial and traditional rights. It further directs various Federal departments, agencies, and other instrumentalities responsible for administering relevant laws to evaluate their policies and procedures in consultation with Native traditional religious leaders to determine changes necessary to protect and preserve Native American cultural and religious practices. Applicable regulation is 43 CFR 7, ARPA Permitting.

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Archaeological Resources Protection Act, 1979 (P.L. 96-95)
This Act supplements the provisions of the 1906 Antiquities Act. The law makes it illegal to excavate or remove from Federal or Indian lands any archeological resources without a permit from the land manager. Permits may be issued only to educational or scientific institutions, and only if the resulting activities will increase knowledge about archeological resources. Major penalties for violating the law are included. The Act authorizes the Secretary of the Interior to promulgate regulations for the ultimate disposition of materials recovered as a result of permitted activities. Permits for archaeological work on tribal lands cannot be issued without the consent of the Indian Tribe.

Arctic Research Policy Act, 1984 (P.L. 98-373)
United States interests in the Arctic and the need for research to ensure the goals of the U.S. Arctic policy are the basis of this Act. It establishes a framework for developing priorities in basic and applied research, which includes archeology. The Act stresses the coordination of Arctic research, through interagency Federal/State, and private sector cooperation with respect to planning and data sharing. The Act also calls for public awareness and cooperation in Arctic research. The Act mandates the development of an Arctic Research Plan that will assess national needs and problems, state goals and objectives, list existing Federal programs, recommend necessary program changes, and describe actions to be taken to coordinate the budget process. The United States Arctic Research Plan was completed in 1987. At present, approaches are being developed for implementing the Plan and monitoring its progress.

The design on the left represents pottery design from the Southwest, 11-13th centuries.

Curent Directions of the Federal Archeology Program
(continued from page 2)

like those at American Bottom, Richard B. Russell Reservoir, the Tennessee-Tombigbee Waterway, and Black Mesa has provided experience which demonstrates that successful archeological preservation strategies require a consensus in goals rather than the mere imposition of regulations. This consensus can be built upon the spirit of stewardship, which has developed as agencies grappled with the issues of resources management. Significant cultural properties frequently are not neatly packaged according to agency jurisdictions. The prehistoric cultivation of fertile valleys and the use of rivers for waterpower during the Industrial Revolution are examples of phenomena in the cultural past which require interaction among individuals, agencies, and organizations to preserve in the public interest. There is an ongoing need to access information collected such that the benefits of preservation can be realized many times over.

The current directions of the Federal Archeology Program are therefore a composite of project and program experience gained during recent developments in public archeology and extensive interchange among Federal agencies, state offices, and the professional community on what is needed. Additional guidance has come from Congressional organizations responsible for evaluating Federal programs for performance. The office of the Departmental Consulting Archeologist continues to be responsible for implementing the Secretary's role to provide leadership and coordination in the Federal Archeology Program. In the future, as in the past 60 years, the accomplishments of the program will be measured in how well the national archeological heritage is preserved.

Bennie C. Keel is Departmental Consulting Archeologist, National Park Service.

THIS ISSUE

Many archeologists have come to recognize a need for organized and comprehensive public outreach efforts at the national, state, and local levels to increase public support for and appreciation of the preservation of America's archeological resources. To assist in achieving this goal the Interagency Working Group on Public Awareness of Federal Archeology developed the idea for this special issue of the *CRM Bulletin* to provide a comprehensive description of Federal government's involvement in the interpretation, management, and preservation of America's archeological heritage. We would like to thank all those who contributed to this volume. Additional editorial assistance was provided by Richard C. Waldbauer, Patricia C. Knoll, and Juliette G. Tahar. A special note of appreciation to Bennie C. Keel for encouraging the preparation of this volume and Ronald M. Greenberg for arranging for this special issue of the *CRM Bulletin*.

The Society for American Archaeology and the Federal Archeology Program

Kathleen M. Reinburg

As Dr. Dena Dincauze said so eloquently in her speech as president of the Society for American Archaeology, "SAA is a society for archaeology not of archeologists." The SAA sees itself as fulfilling a dual role for both professionals and advocates. Our goal is to preserve the archaeological record of America -- physical sites and artifacts as well as the information contained within those sites.

To do this the SAA directs its efforts in all aspects of government -- the Legislative Branch, the Executive Branch, and the Judicial Branch. Work in these areas is varied and exciting. It includes educating Members of Congress and their staff to gain support for good bills and to help defeat bad ones. SAA provides information, testimony or expert witnesses on a variety of subjects including wilderness management, national parks, timber management, law enforcement, anti-looting programs, the Historic Preservation Fund, Land and Water Conservation Fund, and National Science Foundation.

Working with the Executive Branch, we meet with relevant Federal agencies, including the National Science Foundation, Office of Management and Budget, Smithsonian Institution, National Park Service, Soil Conservation Service, Office of Surface Mining Reclamation and Enforcement, Bureau of Land Management, United States Forest Service, and Federal Bureau of Investigation. For example SAA is urging the Department of Justice to increase its role in archaeological crime prosecution. The SAA continually urges Federal agencies to promote and protect archaeological resources through commenting on regulations and guidelines, participation in public outreach workshops, and evaluation of employee training materials. SAA is currently involved as an *amicus curiae* ("friend of the court") in a lawsuit brought by the National Trust for Historic Preservation against Interior's Office of Surface Mining.

Besides pointing out when things aren't right, SAA also takes the opportunity to tell Federal departments and agencies when they are doing good. For example, SAA has given public service awards to Secretary of the Interior Donald P. Hodel, former Representative John F. Seiberling (D-Ohio), the new Speaker of the House James Wright (D-Texas), and Senator James McClure (R-Idaho). In addition, SAA hosted the Secretary of the Interior at our 51th annual meeting in New Orleans.

SAA's governmental affairs activities are handled by a small staff headed by Loretta Newmann, who recently became the SAA Washington Representative after working 14 years with Representative Seiberling and the House Interior Committee, and before that with the National Park Service as editor of the *Courier*. She is assisted by Kathy Reinburg, Director of Governmental Affairs, an archaeologist who recently graduated with a masters degree from George Washington University. Together we work closely with the members of the SAA Governmental Affairs Committee, chaired by Dr. Mark Leone, professor of anthropology at the University of Maryland. Among the members is Jim Judge, former head of the National Park Service's Chaco Center, now with the Fort Burgwen Research Center.

One of the special pleasures of our work is that we are actually dealing with real places that have names -- such as El Malpais, Ft. Caroline, and Stillwater National Wildlife Refuge. We believe that together we can make a difference in protecting archaeological resources, which are similar to endangered species -- once they are gone they are gone forever. Like everything else, however, saving them requires eternal vigilance and that's what we are all about.

Kathleen M. Reinburg is Director of the Office of Governmental Affairs, Society for American Archaeology.

Society of Professional Archeologists and the Federal Archeology Program: Standards

J. Ned Woodall

The Society of Professional Archeologists (SOPA) was created in 1976, in part as a result of the Federal archeology programs generated by legislation and Executive Orders of the previous decade. Two years previously it had become clear that the scale of archeological research had increased so dramatically that some sort of quality control was essential lest the nation's cultural resources be doubly threatened, first by land-change projects and secondly by inept or unscrupulous contractors directing archeological projects.

Both the Society for American Archaeology (SAA) -- the largest and most prestigous of American archeology's scholarly societies -- and administrators of the Federal Archeology Program (then centered in the IAS or the Interagency Archeological Services, now the Archeological Assistance Division of the National Park Service) determined that some guidelines and standards were essential given the burgeoning scope of Federally funded research. A grant was given by IAS to the SAA to hold a series of seminars in 1974 at the Airlie House in Virginia, and the resultant Airlie House report strongly recommended that the profession take responsibility for creating standards for professional archeologists. Two years later in 1976 the Society of Professional Archeologists was formed out of a special committee created by the SAA.

SOPA is unique among the profession's societies in that it requires an applicant to submit a lengthy summary of his/her training and experience, and the file is reviewed by a committee before certification as a professional archeologist is given. The requirements for certification parallel those of

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Society of Professional Archeologists and the Federal Archeology Program: Standards
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36 CFR 66, the guidelines of the Archeological and Historic Preservation Act, and also they are similar to those of the Secretary's Standards for Archeology and Historic Preservation. Evidence of an advanced degree, supervised and supervisory experience, and the ability to prepare timely scholarly reports of accomplished research are part of the certification requirements. Perhaps as important, SOPA created a Code of Ethics and Standards of Research Performance to which certified members agree to adhere. A grievance procedure also was established whereby any certified SOPA member accused of violation of the Code of Standards would undergo an investigation by a Grievance Committee and, if evidence of incompetent or unethical practice was found, would be subject to censure or expulsion from the Society. Since the founding of SOPA that procedure has been exercised several times; those instances are the only examples of the profession of archeology successfully policing the performance of its practitioners.

In addition to creating standards of professional archeological performance, SOPA has worked with the Federal Archeology Program in providing professional review of Scopes-of-Work, permit applications for archeological research on Federal lands, and reports submitted under Federal contract agreements. This activity is on-going under SOPA's Peer Review Process, available on request to any Federal agency. SOPA also provides oversight of various Federal regulations and guidelines through its Governmental Relations Committee, and has co-sponsored (with SAA) a workshop on the proper professional responsibility to human skeletal remains.

Despite the long history of cooperation between SOPA and the various Federal archeology programs, the fact that SOPA speaks for the profession of archeology and not for any agency has resulted in an adversarial relationship at times over matters of policy and practice. But this is a sign of a process in good health, working to insure the highest possible standards of archeology within the limits of Federal mandates and responsibilities. The fact that those parameters of Federal research -- what should be done and what can be done -- can be reconciled is demonstrated by the many Federal archeologists who are certified members of SOPA. They are bound by SOPA's Code of Standards and their duties to their respective agencies, a position which provides for the best possible treatment of a scientific and humanistic resource of unique fragility, our nation's cultural history.

J. Ned Woodall is President of the Society of Professional Archeologists.

State Historic Preservation Officers and the Federal Archeology Program

Valerie Talmage

State Historic Preservation Officers (SHPOs) are a vital part of the national historic preservation program, which includes the archeological activities done and sponsored by Federal agencies, sometimes referred to as the Federal Archeology Program -- the distinction is important. The National Historic Preservation Act devised a brilliant and ingenious solution to implement national policy to protect America's historic and prehistoric heritage. Rather than create a huge Federal bureaucracy complete with regional Federal historic preservation offices, the national program was established in partnership with the states. The National Park Service and the Advisory Council on Historic Preservation reserved for themselves the roles of national policy development, coordination, and oversight. SHPOs were appointed in each state to deliver national historic preservation services. For example, in the case of archeological activities, maintaining an inventory of potentially significant properties and advising Federal agencies on identification, evaluation, documentation of archeological propeties, and essential services, especially for Federal agencies without extensive archeological expertise. Thus, a uniquely powerful structure based on principles of cooperation, convergence, and partnership was developed. The states have worked together under a unified national system that is respectfully flexible: states continue to embellish their own state programs as they participate in the national historic preservation program.

SHPOs have greatly expanded their archeological capabilities and commitments since the enactment of the National Historic Preservation Act. SHPOs are the key for development and coordination of archeological planning. SHPOs identify areas of archeological priority and work to influence Federal, State, and local development planning processes in consideration of archeological issues. With exceedingly limited funds and personnel and an increasing rate of site destruction, SHPOs make difficult planning decisions: how to spend limited resources wisely to potential impacts to historic and archeological properties. Most SHPOs also monitor compliance to State and local laws as well as Federal law. SHPOs also perform oversight functions on "archeological behavior" -- making sure that archeologists adhere to standards for survey and excavation. As if this wasn't enough, SHPO archeological protection programs include negotiating and advocating to protect archeological sites in addition to regulations. SHPOs become expert negotiators in the interests of archeological site protection, using "tool kits" of protection strategies that include strong regulations, common sense, and advocacy. Properties on private and non-Federal public land are protected as well as sites affected by Federal undertakings or on Federal land through SHPO's creative use of both "carrots" and "sticks."

SHPO offices create a national archeological network and an integrated national archeological system. Without SHPO networks and individual state programs, the national historic preservation program would be weakened substantially, leaving a Federal archeological program and fifty disarticulated state archeological programs. Archeological preservation by Federal agencies would be especially affected because a number of departments and agencies rely heavily upon SHPO archeological expertise and have not developed extensive internal archeological capability.

This discussion of SHPOs and the Federal Archeology Program cannot help but conclude with pointing out the very serious threat to the current system -- the Federal Historic Preservation Fund, which reimburses SHPOs for activities that contribute to the national preservation program, is currently less than one-third of 1980 levels. Many of us are working to correct this, but it has been a constant, desperate struggle. Some of us perceive other administrative assaults on our Federal-State partnership and have suggested steps to remedy them. Above all, we all should acknowledge that our partnership, the foundation and framework of the national historic preservation program, is effective and worth fighting to keep.

Valerie Talmage is State Historic Preservation Officer, Massachusetts.

Departments/Agencies and the Federal Archeology Program

Introduction

The complex workings of the Federal government are reflected in the diversity of departments and agencies and their multitude of individual missions. These span the entire range of our contemporary culture and society, ranging from managing our vast natural and agricultural resources, to defense. Dozens of departments and agencies carry out their jobs with various types of organizations, funding, and personnel levels.

Archeological activities are some of the few Federal programs that truly cut across departmental boundaries and agency missions. The unified legislation and regulations apply equally. Yet each department and agency meets these mandates in a manner adapted to its own mission and constraints. Examples of individual department/agency missions and methods for dealing with Federal archeology are presented here to illustrate the diversity and commonality of the Federal Archeology Program.

Department/Agency Programs

FOREST SERVICE - Evan DeBloois

The Forest Service was established by Congress in 1905 to manage forests on public lands throughout the United States. The goal of the Forest Service is to ensure resources supplies for future generations and to supply goods and services to today's consumers. The Forest Service's job is to manage the National Forest System, conduct research, and provide technical and financial assistance to improve the management of State and private forest land.

Cultural resource management in the Forest Service is a relatively new program, having begun in the early 1970s. It has two major foci or concerns: 1) cultural resource management activities in support of other resource actions, and 2) cultural resource management activities to identify, evaluate, protect, and enhance the resource in the public's interest. In the first instance, a number of activities are carried out to identify and protect cultural properties from the various development activities proposed by the agency or its permittees. These follow the basic procedures outlined in 36 CFR 800. The second group of activities involve the identification of important cultural properties and the development and implementation of plans to conserve, interpret, stabilize, and provide public access to the resources and/or the information they contain.

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The Forest Service is a "line-staff" organization with four levels of administrative authority and responsibility: the Chief and his staff at the Washington headquarters, the Regional Forester and his staff in each of nine regions, the Forest Supervisor and his staff in each of 155 National Forests, and the District Ranger and staff. Cultural resource specialists are located at all four levels of this organization with the majority being found at the Forest Supervisor's Office. In each level of the organization the cultural resource specialist functions as an advisor to the line officer and as part of the interdisciplinary team of specialists which provides management advice.

SOIL CONSERVATION SERVICE - Diane E. Gelburd

The Soil Conservation Service (SCS), an agency in the U.S. Department of Agriculture, provides technical, and in some cases financial, assistance to protect the nation's soil, water, and related resources. It provides assistance to the public through nearly 3,000 locally organized and locally run conservation districts, which generally follow county boundaries. SCS's cultural resources program has three objectives: l) to help protect archeological sites form erosion, 2) to ensure that significant cultural resources are not inadvertently destroyed by conservation activities carried out with SCS assistance, and 3) to help scientists obtain valuable environmental information from archeological sites.

In protecting archeological sites from erosion, SCS usually works with other Federal agencies, State Historic Preservation Officers, and local governments. Recently, SCS has provided erosion control assistance on the Grand Village of Natchez, a National Historic Landmark in Mitchell, South Dakota, and a number of prehistoric and historic archeological sites in St. Marie's City National Historic Landmark in St. Mary's City, Maryland.

To ensure that significant cultural resources are not inadvertently destroyed by its assistance activities, SCS conducts review, survey, and, if necessary, mitigative activities. A recent highlight was the completion of data recovery on the Pilcher Creek archeological site in eastern Oregon. The site, located in an SCS watershed project area, was excavated under contract by Oregon State University. It is the first upland Windust site (ca. 8-10,000 years ago) in the Pacific Northwest and has three meters of stratified deposits.

In conducting cultural resource studies, SCS tries to obtain information important to other scientific disciplines. For example, soil formation information was obtained as part of the archeological data recovery of the Effigy Rabbit site in Tennessee and is being obtained from other sites throughout the country.

AIR FORCE - A. L. Clark

The Air Force has a historic preservation program for its installations worldwide. Policies have been issued to implement the National Historic Preservation Act, the Archaeological Resources Protection Act, and related statutes. The Federal Preservation Officer is the Director for Environmental Safety and Occupational Health, in the Office of the Assistant Secretary of the Air Force for Readiness Support.

Surveys to discover and inventory archeological sites and other historic properties have been considered or are in progress at many installations. The Air Force has seven National Historic Landmarks, two landmark nominations that are now being considered by the Secretary of the Interior, and 17 other National Register properties.

The Air Force gives full consideration to the effects of its activities on historic properties in accordance with the National Historic Preservation Act and the Advisory Council on Historic Preservation's implementing regulations. Archaeological Resources Protection Act permits are issued by Headquarters in accordance with the requirements of the Act. The Secretary of the Interior's standards for the treatment of historic properties and the advice of State Historic Preservation Officers and the Advisory Council are also frequently used in protecting Air Force historic properties.

Each base and each major command has a designated Historic Preservation Officer. An aggressive training program, including an annual one week historic preservation workshop, an accredited two week summer course in historic preservation at Northern Arizona University, Flagstaff, Arizona, a two week archeological law enforcement course, and the Advisory Council's two day course on historic preservation law, is provided for these personnel. The Air Force believes that such training is the key to a successful program.

ARMY - Constance Werner Ramirez

The Army's archeological resources management program has been developed in response to the fact that sites associated with almost the entire spectrum of cultural history in this country are located on its installations. In addition, since many military installations are located in areas away from major cities and where the intensity of land use has been slight, many sites are well preserved. The Army's long term goal is to preserve and interpret the cultural history contained in sites on its installations. In the short term, however, archeological activities are dictated by the intensity of the Army's impact on sites and the need for site data to evaluate and interpret the archeological record being impacted.

On each installation, the archeological program must ensure that historic places are protected to the maximum extent possible without jeopardizing military missions. In most cases, the program is divided between historic buildings, primarily in the built-up area or cantonment, and the archeological sites, located primarily in the open-spaces and training areas. In both cases, the proper preservation treatment must reflect prudent use of public funds and be feasible within the constraints and requirements of the military. In the United States, there are more than 1,000 installations, which vary in size from an individual building and less than one acre to thousands of buildings and over a million acres. Located in every State, this property together amounts to about twelve million acres (the size of Vermont and New Hampshire combined).

The Army's program has been evolving since the early 1970s to achieve four goals: 1) to preserve places associated with the history of the Army and the United States, 2) to integrate historic and archeological resources management with long-term management of the installations, 3) to meet high professional standards of archeological resources management, and 4) to provide the public with information about historic and archeological resources located on military lands.

To make good land management decisions, Army installations have had to undertake extensive archeological research programs and impact studies. The research programs have included overviews of approximately seven million acres, field surveys of approximately three million acres, and extensive analytical work, including the use of geographical information systems combined with multivariate statistical analysis programs on more than 10,000 sites. The Army tries to limit any excavation to those sites where there is a high probability of there being important and unique data and/or data that will increase knowledge necessary to identify and evaluate other sites about which decisions concerning their treatment need to be made. Records and artifacts from military projects are maintained on the installation or in a nearby facility where they are available to the public. The Army encourages installations to provide information about their archeological projects to the public in leaflets, exhibits, and technical reports. Since about 90% of the archeological work is done under contract to private firms, a great deal of the information is immediately available for use in scholarly papers and publications. As a consequence of the Army's archeological resources management program, the history and prehistory of large parts of California, Colorado, Louisiana, Missouri, New Mexico, New York, Texas, and Washington have been rewritten and an important contribution has been made to the preservation plans for those states.

ARMY CORPS OF ENGINEERS - Larry Banks

The formal archeological program associated with the civil and military activities of the U.S. Army Corps of Engineers actually began in 1970 as an outgrowth of the National Environmental Policy Act of 1969. However, even prior to this the Corps was involved with nineteenth century archeological studies under ethnology. This continued until 1879 when the Corps Geographical Surveys were terminated by law with creation of the U.S. Geological Survey and the Bureau of American Ethnology. The Interagency Archeological Program, a loosely knit program administered by the Smithsonian Institution and the National Park Service from 1947 until the early 1970s, included minimal participation by construction agencies, including the Corps of Engineers.

The Corps' Civil Works organization is composed of Headquarters, U.S. Army Corps of Engineers, in Washington, D.C., eleven regional offices known as Divisions, and 38 field offices known as Districts. The Division and District offices are, for the most part, set up along watershed rather than political boundaries. Between 1970 and 1974 only a single archeological position existed in the Corps. As a direct result of the 1974 amendment to the Reservoir Salvage Act of 1960, the real growth of archeological staffing in the Corps began. Since that date, the Corps has maintained an increase to a current total of approximately 70 archeological positions. Major archeological investigations are primarily conducted through contract administration, while small projects (local flood protection and regulatory permit actions) are often performed by in-house archeological staff. In addition to project-specific activities, the Corps currently also has major research efforts and a Division-wide Cultural Resources Overview study. This overview, being conducted by the Southwestern Division (SWD), is intended as a pilot study for potential use as a model to be applied Corps-wide. One of the current research efforts concerns impacts to archeological sites and attempts to preserve them in place.

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NAVY - Andrea Wohlfeld

The Navy/Marine Corps is not only charged with protecting the nation, but also the nation's heritage. This mission began in the 1870s when the War Department was given responsibility for protecting Yellowstone, the nation's first national park. Now all federal agencies, including the Navy and the Marine Corps, are required by law and Executive Order to take necessary measures to identify, preserve and protect historic and prehistoric properties.

An example of a historic property maintained by the Navy is the National Naval Medical Center, a modernistic, neo-classical 20 story central tower, constructed between 1939-1942 on Wisconsin Avenue in Bethesda, Maryland. Construction of the Center represented the culmination of over a century in the development of medical facilities for research, training, and treatment.

An extensive Hawaiian burial ground, located beneath Kaneohe Marine Corps Air Station in Oahu, Hawaii, is composed of sand dunes in which Hawaiians buried their dead. At this archeological site over 1,000 burials have been documented since its discovery in 1921. The Navy/Marine Corps considers it important to preserve the sub-surface integrity of the site.

A unique historic property maintained by the Navy is the battleship *USS Missouri* which fought during World War II and Korea. This ship was built in the Brooklyn Naval Shipyard and originally commissioned on June 11, 1944. The *Missouri*, the scene of the signing of the formal instruments of Japan's surrender in Tokyo Bay on September 2, 1945, was retrofitted and reactivated in 1986.

DEPARTMENT OF ENERGY, WESTERN AREA POWER ADMINISTRATION - Sue Froeschle

Western Area Power Administration (Western) was established as a power marketing agency within the Department of Energy in 1977. Western is responsible for the Federal electric power marketing and transmission function in 15 central and western states encompassing a 1.3 million-square-mile geographic area. Power is sold to more than 550 customers consisting of cooperatives, municipalities, public utility districts, private utilities, Federal and State agencies, irrigation districts, and project use customers. The wholesale power customers, in turn, provide service to millions of retail customers in California, Nevada, Montana, Arizona, Utah, New Mexico, Texas, North Dakota, South Dakota, Iowa, Colorado, Wyoming, Minnesota, Nebraska, and Kansas. Responsibilities include the operation and maintenance of over 16,000 miles of transmission lines, more than 225 substations, and related power facilities. Western also plans for construction operation, and maintenance of additional Federal transmission facilities that may be authorized in the future.

In carrying out its responsibilities, Western considers the effect its undertakings have on cultural resources as directed by the National Historic Preservation Act (NHPA) of 1966, as amended, and as implemented by the Advisory Council on Historic Preservation (ACHP) regulations, 36 CFR 800. Undertakings range from minor enlargements to a substation area to major interstate transmission line construction activities.

Typically, Western's five area offices located in Billings, Montana; Boulder City, Nevada; Loveland, Colorado; Sacramento, California; and Salt Lake City, Utah, initiate consultation with the appropriate State Historic Preservation Officer (SHPO). A letter is sent to the SHPO as soon as planning for a proposed project is far enough along to provide adequate information concerning the planned action. All areas affected by undertakings and all Western owned or acquired lands, or lands in which Western acquires an interest, are evaluated.

Cultural resource responsibilities are considered fully in project planning, construction, operation, and maintenance activities. It is Western's policy to avoid cultural resources, where feasible. In assessing future transmission needs, proposed or existing transmission lines have been rerouted to avoid cultural resources. In addition, wooden poles which supported an existing transmission line in areas where cultural properties were not previously identified as eligible, but where new findings and surveys indicate otherwise, have been removed or topped. When alternatives are not possible a mitigation plan is developed to address the project's impact and consultation with the SHPO and ACHP is initiated by Western's Historic Preservation Officer. Compliance activities outlined in the mitigation plan are then carried out and reported to the SHPO and the ACHP when mitigation activities have been completed.

BUREAU OF INDIAN AFFAIRS - Donald Sutherland

The mission of the Bureau of Indian Affairs (BIA) is to act as the principal agent of the United States in carrying on the government-to-government relationship that exists between the United States and federally-recognized Indian tribes, and to act as the principal agent in carrying out the responsibilities the U.S. has for property it holds in trust for federally-recognized tribes and individual Indians. In doing so, the Bureau seeks to utilize the skills and capabilities of Indian and Alaskan Native people in the direction and management of programs for their benefit and actively encourages them to manage their own affairs.

The BIA's trust responsibilities encompass 488 federally-recognized tribes and some 53 million acres of land. They are carried out through a network of 12 area offices and 84 agencies who, as a whole, handle up to 70,000 federal undertakings per year. A substantial number of these undertakings have the potential to affect archeological resources.

In response to this, the BIA maintains full time professional archeologists and temporary or seasonal assistants at most of its area offices. Day to day archeological resource management is handled at the area level through a combination of in-house staff, competitive contracts and, unique to trust lands, contracts under the Indian Self-Determination and Education Assistant Acts. These are non-competitive contracts under which tribes may assume responsibility for services, such as archeological surveys, otherwise provided by the Federal government. General policymaking and conflict resolution are handled by a professional archeologist at BIA headquarters in Washington D.C.

Consistent with overall BIA policy, the future role of archeologists within the BIA is more likely to be that of assisting Indians and Alaskan Native people to become directly involved in the management of archeological resources on trust lands than it is of managing the archeological resources themselves.

BUREAU OF LAND MANAGEMENT - Richard Brook

The Bureau of Land Management (BLM) is responsible for the balanced management of public lands and their resources and their various values so that they are considered in a combination that will best serve the needs of the American people. Management is based upon the principles of multiple use and sustained yield, a combination of uses that takes into account the long term needs of future generations for future renewable and non-renewable resources. These resources include recreation, range, timber, minerals, watershed, fish and wildlife, wilderness and natural, scenic, scientific and cultural resources.

The BLM is responsible for the Federal government's largest, and most varied, population of cultural resources. Although only about four percent of the public lands BLM manages have been intensively inventoried in the past dozen years or so (since BLM began developing its cultural resource management program), about 150,000 archeological and historic properties have been recorded. Estimates would put probable totals well into the millions.

BLM's policy for managing these fragile and non-renewable cultural resources is based on the Federal Land Policy and Management Act of 1976 (FLPMA) and numerous other Federal laws and Executive Orders. Under these directives, BLM's policy is to: 1) ensure that cultural resources are given full consideration in all land-use planning and management decisions, 2) to manage cultural resources so that scientific and sociocultural values are maintained and enhanced, 3) to avoid inadvertent damage to cultural resources, and 4) to protect and preserve representative samples for the sake of scientific use and sociocultural benefits of present and future generations.

BUREAU OF RECLAMATION - Jim Maxon

The Bureau of Reclamation (BOR) is responsible for the development and conservation of the nation's water resources in the Western United States. The Bureau's original purpose, "to provide for the reclamation of arid and semiarid lands in the West," today covers a wide range of interrelated functions. These include providing municipal and industrial water supplies, hydroelectric power generation, irrigation water for agriculture, water quality improvement, flood control, river navigation, river regulation and control, fish and wildlife enhancement, outdoor recreation, and research on water-related design, construction, materials, atmospheric management, and wind and solar power.

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BOR's programs most frequently are the result of close cooperation with the U.S. Congress, Federal agencies, States, local governments, academic institutions, water user organizations, and other concerned groups. Most of BOR's mission is accomplished through construction. Consequently, many of the archeological properties that BOR has responsibility for managing are located and evaluated in relation to specific construction and land-altering projects. To the extent possible, it is BOR's policy to preserve these properties and avoid affecting them. Yet, when it is determined that from the overall public benefit that construction of a project cannot avoid affecting a property, then BOR will carry out appropriate measures to mitigate these effects through excavation, etc. Through careful planning and a sensitivity to the regional research needs, these mitigation efforts can lead to positive contributions to archeological knowledge rather than mere data collection.

Interestingly, many early BOR project features, in themselves, have become significant cultural properties in the history of water development technology. When these properties are altered or modified for current technological reasons, historical archeological methods are often employed to document turn-of-the-century water control structures, buildings, and construction camps.

BOR maintains a small permanent staff to carry out its archeological/cultural resource management responsibilities. Reclamation's Senior Archeologist/Preservation Officer is located at the Engineering and Research Center in Denver and provides overall policy and guidance for the program. Responsibility for carrying out the program is delegated to a Regional Archeologist in each of Reclamation's six regions. Where appropriate, additional archeologists are located in the Regional and Project Offices. Reclamation currently employs 20 archeologists. As the staff is relatively small, most work, such as inventory and excavation, is accomplished through contracts with universities, museums, private consultants, and through agreements with other governmental agencies, such as the National Park Service.

Curation of recovered artifacts and accompanying records is also handled through contracts and agreements with museums, universities, and agreements with the National Park Service and the Bureau of Land Management.

FISH AND WILDLIFE SERVICE - Kevin Kilcullen

The Fish and Wildlife Service is the nation's primary Federal agency for the management of wildlife and their habitat. The Service administers the extensive land-holdings of the National Wildlife Refuge System, conducts wildlife research, and provides technical and scientific assistance to other Federal agencies, State governments, and private organizations. The nearly 90 million acres managed by the Service are geographically diverse in nature, ranging from the north slope of Alaska to the Caribbean.

Consistent with the agency's primary wildlife objectives, the Service's cultural resource program identifies and protects many outstanding examples of our country's history, prehistory, and architecture. This broad spectrum is represented by sites associated with our country's rich maritime history, such as lighthouses and shipwrecks, as well as prehistoric evidence of what may be some of the New World's earliest inhabitants in Alaska.

Efforts to identify and protect cultural resources are primarily coordinated by the FWS Regional Offices. Because of the large number of refuges and other facilities and their wide-spread distribution, a Regional historic preservation officer is generally responsible for seeing that agency activities meet historic preservation requirements and standards and for providing technical advice for projects and lands within their respective areas of jurisdiction. Overall program coordination and consistency is monitored by the agency's Federal Preservation Officer and Service Archeologist in Washington, D.C.

MINERALS MANAGEMENT SERVICE - Ed Friedman

The Minerals Management Service (MMS) was established in 1982 by Secretarial Order No. 3071. It is the Bureau within the Department of Interior that is responsible for managing resources of the Outer Continental Shelf (OCS) pursuant to the OCS Lands Act, as amended, and Presidential Proclamation No. 5030. As a result of this legal mandate, the MMS is charged with balancing the expeditious and orderly leasing, exploration, and development of Federal offshore lands with protection of human, marine, and coastal environments while ensuring the public fair and equitable return on these resources.

The primary tool of the MMS archeology program (prehistoric and historic resources) is the regional predictive model (baseline study). The aim of the baseline studies is to identify the areas of the OCS that are expected to contain significant archeological resources as well as the potential for their preservation. The basic premise for the baseline studies is that submerged archeological

sites are not randomly distributed on the sea bottom. Instead, the prehistoric sites are expected to occur in a manner related to the paleogeography of the OCS, while shipwrecks are expected to occur in relation to present and past seaports, sea routes, and hazards to navigation.

For a lease sale, MMS does an in-house update of the appropriate baseline study. These updates, for both prehistoric and historic resources, are part of the environmental review process and are used to determine whether to require lease tract specific archeological resource reports. Part of the lease contract is the Archeological Resource Stipulation which may be invoked by an MMS Regional Director. After a lease is issued, and if the stipulation is invoked, a notice is sent informing the lessee of the archeological survey and report requirements.

The archeological survey, if necessary, is conducted in conjunction with the geohazards survey required for all oil and gas exploration. The lease tract is surveyed by remote sensing techniques using high resolution geophysical systems. The data generated by these surveys are analyzed and interpreted by a geophysicist and an archeologist, and the archaeological report is reviewed by MMS. As part of the review process mitigation is developed by MMS, in consultation with the appropriate State Historic Preservation Officer, to provide protection for the resources.

NATIONAL PARK SERVICE - THE NATIONAL PARK SYSTEM ARCHEOLOGICAL PROGRAM - Craig W. Davis and Douglas H. Scovill

The National Park Service was established by an Act of Congress on August 25, 1916 for the purposes of conserving the scenery, natural and historic objects, and wildlife within parks, monuments, and reservations and providing for the public enjoyment of these resources in a way that will leave them unimpaired for future generations. The National Park idea began much earlier, however, with the establishment of Hot Springs, Arkansas national "reservation" in 1832 (National Park in 1921), Yellowstone National Park in 1872, Casa Grande Ruin Reservation (now a National Monument) in 1889, and later Yosemite, Mount Rainier, Crater Lake, and other parks. In 1917 the Service assumed jurisdiction over the 14 existing National parks and 21 national monuments, and by 1934 had added Mckinley (now Denali), Acadia, Shenandoah, Great Smoky Mountains, Mammoth Cave, and Everglades National Parks. In 1933, President Roosevelt transferred 63 military sites and national monuments from the War and Agriculture departments to the Service. Today, the National Park System includes over 340 areas, totaling approximately 80 million acres.

About 60 percent of the units of the system were established in whole, or in part, for their cultural resources. Through resources surveys we find the large natural and recreational areas contain numerous, significant prehistoric and historic resources. The National Park System is renowned for its archeological areas: Cape Krusenstern National Monument, Mesa Verde National Park (a World Heritage site), Effigy Mounds National Monument, Pu'uhonua o Honaunau National Historical Park, Ocmulgee National Monument, and numerous others. The preservation , protection, and public interpretation of these nationally significant archeological resources form a principal cornerstone of the park program and contribute importantly to the public's perception of the need to conserve the archeological patrimony of this Nation.

The majority of archeologists supporting park programs are located in the Service's ten regional offices or in the Tucson, Arizona; Santa Fe, New Mexico; Tallahassee, Florida; and Lincoln, Nebraska, archeological centers. Approximately ten parks have resident archeologists. These specialists provide park archeological and historical resources identification, evaluation, treatment, and interpretation services, and support park and regional protection efforts. They carry out activities to provide compliance with the provisions of environmental and historic preservation laws and regulations. Staff in the archeological centers conduct special studies, apply state-of-the-art technologies Servicewide, and provide special facilities for analysis, conservation and curation of archeological materials and records. The Santa Fe center hosts the Submerged Cultural Resources Unit of the National Park Service, which supports all regions in the identification, evaluation, protection and interpretation of submerged resources such as prehistoric sites and shipwrecks. Archeologists also work out of the Denver Service Center which supports, under regional oversight, park construction projects.

The Anthropology Division, located in the headquarters office in Washington, D.C., is responsible for development of Servicewide archeological program policies, guidelines and standards applying to the units of the National Park System, and for monitoring program execution by the Service's field offices and parks. The archeology program is closely coordinated with parallel programs in history, historic architecture and curation of collections, and with the new ethnography program currently under development. The

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archeological function is concerned with preservation, protection and visitor use activities related to the archeological aspects of the cultural resources in the National Park System.

Activities of the National Park Service's Departmental Consulting Archeologist and the Archeological Assistance Division were discussed in previous sections.

OFFICE OF SURFACE MINING, RECLAMATION AND ENFORCEMENT - Annetta L. Cheek

The Office of Surface Mining, Reclamation and Enforcement (OSMRE) is responsible for implementing the Surface Mining Control and Reclamation Act of 1977 (SMCRA). This law establishes a program to protect society and the environment from the adverse effects of surface coal mining operations while assuring that the coal supply essential to the nation's requirements is provided. The law further specifies that, to the extent feasible, these programs should be carried out by the States, under State laws and programs approved, and reviewed annually, by OSMRE.

Because OSMRE is a regulatory authority which carries out most of its activities through the State programs which it authorizes and oversees, the basis of the agency's historic resource responsibilities and activities differ from situation to situation. In some cases, OSMRE functions as the regulatory authority in the permitting of surface coal mining operations. This occurs in States that have not developed their own regulatory programs, on Federal lands in States with their own programs but which have not been granted authority to regulate Federal lands, and on Indian lands. In these situations, permits issued by OSMRE are direct Federal actions or undertakings, subject to the requirements of Section 106. Another OSMRE activity which is a direct Federal action is the awarding of grants to repair abandoned mined lands.

History and the Federal Archeology Program

Edwin C. Bearss

In the National Park Service a close association of its history and archeological programs dates to the early 1930s. At Colonial National Memorial (now Colonial National Historical Park) and Morristown National Historical Park, the NPS, taking its cue from Colonial Williamsburg, pioneered on the Federal level the interdisciplinary approach to cultural resource management. Archeologists Jean C. and Virginia Harrington and John Cotter at Colonial National Memorial and Jean C. Harrington at Fort Raleigh demonstrated to management the value of their discipline in site interpretation and the importance of assessing material culture at these historical areas. By melding the professional expertise of the historian, archeologist, and architect, the NPS secured the data required to enrich site interpretation of its cultural resources and to provide information to guide the treatment accorded structures and sites be it preservation, restoration, or reconstruction.

Although the interdisciplinary approach to research and interpretation has been the practice in the National Park Service since the 1930s the organization of the cultural resource professionals into the same offices on the Washington and regional levels dates to the late 1960s and early 1970s and resulted from the 1966 enactment of the National Historic Preservation Act. The subject law established the National Register of Historic Places, the Advisory Council on Historic Preservation (ACHP), while its Section 106 provided that Federal agencies must consult the ACHP whenever a Federally funded or licensed undertaking shall affect a property listed in the National Register. Then, in 1971, President Nixon issued Executive Order 11593 requiring Federal agencies to determine whether their undertakings would affect cultural resources eligible for inclusion in the National Register. No longer would the NPS or other Federal agencies be able to ignore affected cultural resources because they were not formally on the National Register. Since structures, sites, and objects of state and local significance, as well as national were eligible for the National Register, the NPS, like other Federal land managing agencies, was required to survey, evaluate, and nominate to the National Register those properties under its jurisdiction that appeared to qualify for listing. The resulting surveys strengthened and enhanced the NPS's interdisciplinary approach.

To meet its Section 106 compliance responsibilities, the NPS negotiated programmatic memorandums of agreements with the ACHP and the State Historic Preservation Officers

establishing a procedure by which certain classes of actions may proceed without detailed consultations. But, before these agreements could be implemented, the NPS had to establish and staff positions in the regional offices representing the key cultural resource disciplines. These professionals (the regional historians, archeologists, historical architects, and curators) have the responsibility of reviewing and monitoring the NPS compliance with Section 106 and the various memorandums of agreement flowing therefrom.

NPS historians and archeologists, since the enactment of the Historic Sites Act of 1935, have been involved in surveying the nation's cultural properties "for the purpose of determining which possess exceptional value as commemorating or illustrating the history of the United States." Although one function of the surveys is to identify sites for addition to the System, beginning in 1960, most outside properties surveyed and found nationally significant are designated National Historic Landmarks (NHL). The NHL program has become an important NPS tool for recognizing and encouraging preservation of nationally significant sites and structures regardless of ownership. In the 27 years since Secretary of the Interior Fred A. Seaton's initial announcement of 92 cultural sites and buildings eligible for landmark designation in 1960, the landmarks list, as of June 1987, has increased to more than 1,800 properties.

Of these, some are archeological properties, and most were studied and designated before 1966. Since the early 1970s the staff of the NHL programs has not had an archeologist assigned to it, and the NPS has been dependent since 1978 on the SHPO and the Society for American Archaeology for preparation of studies that have resulted in the identification and designation of a few archeological sites as National Historic Landmarks.

Edwin C. Bearss is Chief Historian, National Park Service.

Federal Archeology in Indian Country

Donald R. Sutherland

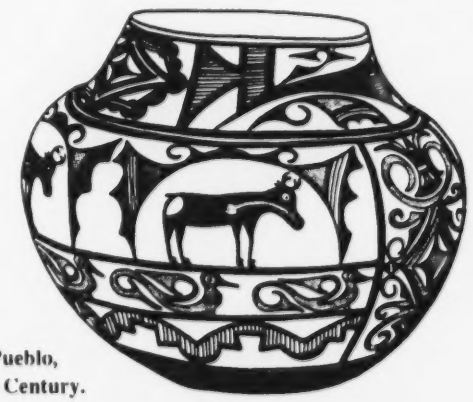
At Navajo, the tribe has its own archeology department and its own historic preservation officer. It wants to have a major role in conducting the Federal Archeology Program on its own lands. At Zuni, the tribe operates a successful archeological consulting firm. It would like, for its own lands, a part in operating the Federal Archeology Program as well. At Blackfeet, the Tribal Council Committee seeks a more active voice in the conduct of Federal archeology on the tribe's land. At Flathead, the Cultural Resource Committee might become the only voice -- the Confederated Salish and Kootenai have banned professional archeologists from the reservation. These are not isolated cases. Throughout Indian Country, emphasis is on self-determination. The Federal government is encouraging tribes to assume responsibility for their own affairs. Relations with tribes are government to government.

When a Federal agency engages in archeology on Indian lands, its dealings with tribal governments are much like those with state or municipal governments, but not entirely. State and municipal concerns do not go beyond the secular, Tribal concerns do. Anasazi ruins confirm the events on Navajo Blessing Way. Pueblo trash middens are places where what is of the earth must be allowed to return to the earth, undisturbed. Arikara graves, improperly oriented after being relocated in the course of a Federal dam project, pose a threat to the well being of both the deceased and their living descendants. The dam project took place at a time when Federal agencies knew little of Indian sacred beliefs or the places associated with them. Now agencies must take these sacred concerns into account whenever they carry out or permit archeological activity on or off Indian lands.

Other concerns are more mundane. The Makah on Washington's Olympic Peninsula are looking for better ways to preserve their Tribal Museum's fabulous collection of Northwest Coast artifacts. Many perishable materials were recovered intact from beneath the mud that covered the ancient Makah village, Ozette. A band of Creek in Alabama want to find a way to fit commercial development onto property that is the archeologically rich site of an important Lower Creek town.

In general, apart from sacred beliefs, Indian attitudes towards Federal archeology differ little from those of any other American citizen. They range all the way from indifference to a full fledged desire to be in charge.

Donald R. Sutherland is an archeologist with the Bureau of Indian Affairs.



Water Jar, Zuni Pueblo, New Mexico, 19th Century.

The Lake Clark Sociocultural Project: The NPS Archeology Program in the Service of Cultural Anthropology

Ted Birkedal

Archeologists in the National Park Service often do more than archeology at the regional level. Because cultural anthropologists are still a rarity in the Service, we must sometimes leave our roles as "anthropologists of the past" and serve as local project managers for studies of living people associated with the park areas. This is a great privilege, for although we can often get artifacts to tell a story, they never speak so eloquently as the people themselves. The following descriptive passage translated from a traditional Alaskan Native oral narrative is a case in point:

Up at the head of Lake Clark,
up in that valley, in the pass,
on each side of the valley there are a lot of glaciers.
When the glaciers start melting,
all the water flows in the river.
And then it flows into Lake Clark,
Little Lake Clark.
It flows into Quizhjeh Vena, which is known as Lake Clark.
And then it flows into Nundaltin Lake Vena, which is known as Nondalton Lake, Six-mile Lake.
And then that flows all the way down the Newhalen River.
And then that flows into Nilavena, which is known as Lake Illiamna.
And then it flows down into the outlet of Illiamna Lake which is known as Kvichak River.
And then it flows right into the salt water, which is Bristol Bay.
That same water from the head of Lake Clark travels all the way into the salt water.
This is why long ago they used to say water travels farther than human beings.

---from a traditional Dena'ina story told by
Antone Evan, Dena'ina Elder

Andrew Balluta, NPS Ranger and Dena'ina Indian, and Marcy Hobson preparing bark lining for a salmon fish cache with the help of Sophia Austin (left background) and Agnes Cusma (right background). Photo by Ed Cridge.

Lake Clark National Park and Preserve in southwestern Alaska (an area that resembles an environmental marriage of Norway and Switzerland) is part of the original homeland of the Dena'ina Athabaskan Indians. Many of the Dena'ina people still use the park and preserve for subsistence and other traditional cultural pursuits. A sizable number possess inholdings within the confines of the Park unit and several hundred live just outside its borders in the villages of Nondalton, Lime Village, and Pedro Bay. As the passage above illustrates, the Dena'ina have close ties to their homeland and its immediate environment.

In 1985, the Alaska Region initiated the Lake Clark Sociocultural Project, a four-year Project designed to document the past and present lifeways of the Dena'ina. My predecessor as Regional Archeologist, Craig Davis, served as the first project manager. I was lucky enough to inherit the role in 1986, soon after I arrived in Alaska. A key aspect of my project manager job is as facilitator, paper shuffler, and all-around "gofer"; essentially to keep the engine of the project going and headed in the right direction. It is also my responsibility to insure that the various goals of the project are met. One of the National Park Service's purposes is to gain a better understanding of the Dena'ina, so that it can better manage its day-to-day relations with these extraordinary people in full recognition of their unique way of life and their long association with the Lake Clark region. Another purpose is to learn from the Dena'ina, who possess a deep and detailed knowledge of the park area's resources, geography, and history. Finally the Service desires to document the traditional culture of a people whose culture is as much a part of the Lake Clark story as Lake Clark itself and the spectacular mountains and plateaus which surround it. Three separate products are in the process of

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Public Participation in Archeological Investigations on Federal Lands: A Tennessee Valley Authority Pilot Program

Jilia O. Elmendorf

One of the goals of the Federal Archeology Program as defined in the Archaeological Resources Protection Act (ARPA) is to increase cooperation and exchange of information between governmental authorities, the professional archeological community, and the public. To promote this goal the Tennessee Valley Authority (TVA), in cooperation with The University of Alabama Office of Archaeological Research (OAR) at Moundville, has developed a pilot archeological associates program to train avocational archeologists in proper procedures for recording sites, and analyzing and curating artifacts.

Individuals, who complete the training and agree to abide by certain rules, will be able to participate in selected archeological investigations carried out by OAR on TVA land as authorized by permits issued under ARPA. Their work will generally be limited to surface collecting, and the associates must sign an ethics pledge. Any violation of the pledge involving digging, collecting in unauthorized areas, keeping unaccessioned artifacts, or selling or trading artifacts will result in expulsion from the program and potential criminal charges or civil fine.

To initiate this program a reconnaissance of the "drawdown zone" of one of the TVA-controlled lakes in northern Alabama is proposed. TVA administers lands within the drainages of the Tennessee River and its tributaries. This area has a long, rich prehistory and history focused on the rivers and adjacent floodplains as sources of food and as transportation routes. Thousands of archeological sites have been found in the Great Valley of the Tennessee. A large number of these sites are now inundated by a series of 40 reservoirs used for flood control, hydroelectric generation, and recreation. The water levels of these lakes and the adjoining unimpounded stretches of river are onstantly changing in response to hydroelectric generation, flood storage, and other management needs. In general, lake levels are highest in summer, but are drawn down in early winter to provide for flood storage. The drawdown zone is the area between the highest allowable water levels and the winter pool. It is an area of active erosion because the fluctuating water levels interfere with the natural shoreline stabilization processes. The drawdown zone includes portions of the old floodplain and the original banks along the free-flowing river sections. These are areas actively used by humans for many millennia and numerous archeological sites are found here. Erosion exposes artifacts and features of these sites, removing the surrounding soil and causing artifacts to be washed onto the lake bottom. TVA is actively working to find practical ways to protect sites from erosion in the drawdown zone but, until these efforts are successful, the sites will continue to be destroyed and information lost to science.

While the water is down, it is the habit of many avocational archeologists to walk the drawdown zone and collect exposed artifacts. Passage of ARPA restricted this activity because much of this material is still of archeological interest, and the areas where artifacts are found are still considered archeological sites that require ARPA permits for collection.

TVA proposes to use individuals trained by the archeological associates program to assist in systematically collecting and recording artifacts and features exposed by erosion within the drawdown zone. The proposal is to be restricted to specific areas of TVA-controlled lake and river shore. A professional research proposal will be prepared by OAR that specifies the areas to be examined and the questions to be addressed by the work. Participants in this program will be part of a team supervised by a professional archeologist under an ARPA permit issued to OAR. Material recovered will be analyzed and accessioned in accordance with professional standards and governmental guidelines. A program to allow loan of some of these materials to associates for study and educational presentations is planned, but details have not yet been worked out. TVA will encourage those participants with personal collections to share with professional archeologists.

The impetus for the development of this program was a series of letters from members of the Alabama Archaeological Society to TVA and members of Congress expressing their concern that the passage of ARPA had made the pastime of shoreline collecting illegal. Enforcement of the law in the drawdown zone is, in their opinion, destroying a long-term and valued cooperative relationship between amateur and professional archeologists. Many individuals writing to express their dismay are strongly opposed to "pothunting," involving digging of graves and had supported the passage of ARPA to help prevent this destructive digging. Many times while doing survey work in an area, professional archeologists have gone to these same collectors for information about resources to be used as an integral part of their background research. The archeologists at TVA thought that something needed to be done within the limits of the law to rebuild this relationship between collectors and the archeological community.

TVA will monitor the program closely and report the successes and possible failures of this experiment to the profession and to other Federal

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Public Particiaption in Archeological Investigations on Federal Lands: A TennesseValley Authority Pilot Program
(Continued from page 21)

agencies. Managing our nation's archeological resources with public participation, in a spirit of stewardship and cooperation, is in the best interest of the archeological profession, those with an avocational interest in archeology, and in our nonrenewable archeological resources. The program is being approached with optimism and pleasure at renewing old friendships in the avocational community.

Jilia O. Elmendorf is an Archeologist with the Tennessee Valley Authority.

The Lake Clark Sociocultural Project: The National Park Service Archeology Program in the Service of Cultural Anthropology
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being completed. These include an ethnobotany by Priscilla Kari, an archival and interpretive videotape of Dena'ina fish cache construction, and a full ethnography of the Dena'ina people (to include resource use, social organization, religion, etc.). All three products have been designed to meet multiple needs -- professional, managerial, and interpretive. The study has also involved unusually close cooperation between the Regional Office, the Park, and the Dena'ina community. In fact, one of the co-authors of the ethnography, Andrew Balluta, is both a Park Service ranger and a Dena'ina elder. The other author is Dr. Linda Ellanna of the University of Alaska, one of Alaska's most noted anthropologists.

By way of closing, it should be stressed that the Lake Clark Sociocultural Project will ultimately benefit archeology. The results of the study will provide archeologists with an excellent ethnographic baseline from which to begin their exploration of the park area's prehistoric past.

Ted Birkedal is Regional Archeologist, Alaska, National Park Service.

Public Awareness of Federal Archeology

Federal Archeology on (and in) the Ground

Introduction

As has been emphasized elsewhere in this publication, under various historic preservation mandates, Federal agencies have an affirmative responsibility to consider properties of archeological value and significance in their planning and decision making. They do this through:

Identification and Evaluation -- What, in detail, is the nature and value of the archeological properties that may be affected by the agency's actions?

Project Planning -- Are there alternative courses of action that will avoid some or all of a project's effects on archeological properties, or protect and enhance them?

Treatment/Management -- If positive protection or avoidance are not feasible, are there alternative courses of action that will lessen, or mitigate, a project's effects on archeological properties?

Decision and Implementation -- On balance, what is the course of action to pursue that is both technically and economically achievable, and best serves the public interest?

These interrelated activities make up the comprehensive archeological program which is the subject of this document. Advancement of the program proceeds from the basic premise that while there is a finite and nonrenewable store of archeological remains, there is an equally limited amount of time and money to commit to them in the face of other needs. At the same time, "consumption" of some resources is necessary in order to advance knowledge to the point where better decisions can be made for future management. Priorities must be carefully weighed; the overriding problem is how to come up with a basis for defining those priorities in the first place, and how to make decisions about the fate of irreplaceable archeological resources with far less than complete information about them. This problem, coupled with our desire to advance knowledge of the past and clearly present the results of our efforts to the taxpaying public, establishes a need for imagination and creativity in carrying out the Federal Archeology Program.

Implementing the Law

Section 2 of the National Historic Preservation Act lays out the basic policies for historic preservation, including archeological protection, that Congress believes should be followed by the various branches of the Federal government. These directives are to be pursued in cooperation with other nations and in partnership with the States, local governments, Indian tribes, and private organizations and individuals. How are these policies pursued on-the-ground, where concerns for archeological protection must be balanced against many other competing interests? The following projects and programs are examples of agency efforts to creatively respond to the challenge of conserving our archeological past.

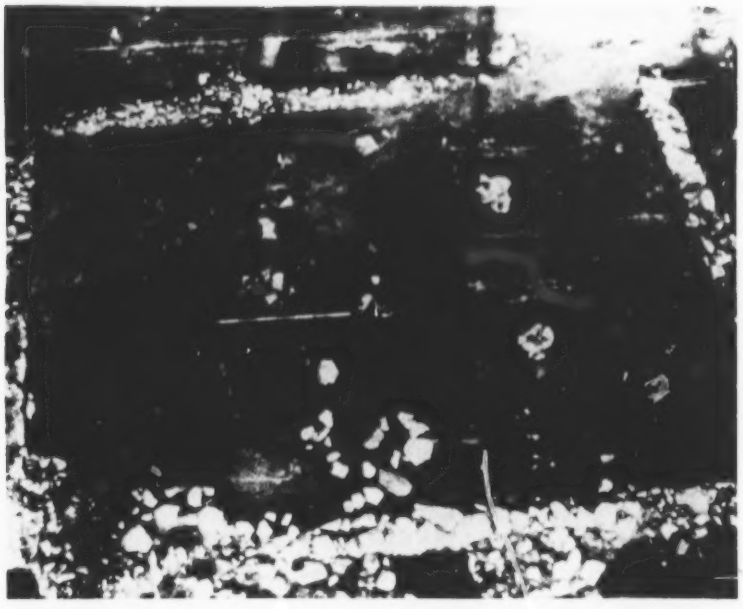
Working to Help Modern Society and Archeological Resources Exist in Productive Harmony

In the face of development plans and agency mission requirements, Federal agencies must find ways to balance archeological concerns with other pressing needs of society.

Onsite with the Army at Fort Drum

As steward of a large tract of publicly owned land containing significant prehistoric and historic archeological sites, the U.S. Army initiated a careful study of these properties at Fort Drum, New York, near the Canadian border. The majority of the research is being accomplished under contract with the National Park Service, which retained a consulting firm to develop key aspects of a Cultural Resource Management Program.

Initial studies provide background research and define what types of sites are important. As Fort Drum's mission is expanded and the construction of new facilities is necessary for the Army's 10th Mountain Division, ongoing research will allow archeological properties to be evaluated for significance in the planning and design stages before construction begins. Important sites in the path of construction are either being protected through avoidance or project redesign, or are being excavated to remove important elements for analysis and curation.



Le Ray Mansion excavation, Ft. Drum, NewYork. Photo provided by Dept. of the Army.

The Fort Drum research project combines three approaches to the study of the past: a search of historical documents, interviews with former inhabitants, and archeological fieldwork. Each information source has limitations in reliability, level of detail, and in the period covered. Census records and deeds provide family information and chains of ownership for properties, while interviews with members of families moved off Base when their land was acquired by the Army in 1940 offer information on the early twentieth century. Archeology provides broad glimpses through time of otherwise unrecorded aspects of daily rural life in the past. It is through the combination of these three approaches that a reasonably accurate portrayal of Fort Drum's historic past is being prepared.

Although important Native American sites, such as an Iroquois village of circa A.D. 1100-1500, lie within the Installation's boundaries, the majority of research has concentrated thus far on the circa A.D. 1800-1940 period. The only surviving structure from early historic period is the mansion built by James Le Ray between A.D. 1806-1808 which served as the

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hub from which initial settlement of the area north of the Black River was planned. The LeRay Mansion overlooked the village of LeRaysville, which was the first of numerous settlement located to take advantage of the abundant water power and mineral resources in the area now encompassed by the Installation.

The rural villages and family farms which developed along early road networks are two of the principal types of sites valuable in understanding the history of the Fort Drum area. Dispersed agricultural processing centers such as sawmills, gristmills, and cheese factories, and scattered social centers, which include school houses and churches, comprise the other categories of important cultural resources. Among the current research topics which the nearly 400 historic archeological sites discovered to date can address are changing settlement patterns, trade networks, and the individual consumption of goods. The 140 years of historic occupation also can reveal information on the evolution of both home industries and larger scale industrial operations.

(Adapted from "The Fort Drum Cultural Resource Project," brochure Fort Drum Public Affairs Office, Department of the Army, 1986)

Onsite with the Federal Highway Administration in Phoenix

The area now comprising the modern city of Phoenix, Arizona was once inhabited by a prehistoric people known to archeologists as the Hohokam. The Hohokam lived in the Salt River Valley between 300 B.C. and A.D. 1450. They built villages which included residences, storerooms, mounds, and ball courts, in close proximity to agricultural fields of corn, beans, squash, and cotton that were irrigated by a major system of irrigation canals. Portions of the present canal system used today in Phoenix still follow the routes of the Hohokam canals. In the mid fifteenth century, the Hohokam civilization vanished from the area for reasons that remain unknown, leaving behind large settlements like the prehistoric village of Las Colinas in West Phoenix. Over the years, with agricultural expansion, continuing urbanization of Phoenix, and unthinking looting and vandalism, much of the current surface of Las Colinas was leveled or destroyed.

Interstate 10 is the major east-west interstate highway linking Phoenix with Los Angeles to the west and Houston and Jacksonville to the east. The remaining unconstructed gap to be completed in Arizona, through portions of Phoenix, is called the Papago Freeway. The completion of this 19-mile gap will connect the existing I-10 in Avondale and will provide needed traffic service in Central Phoenix. After years of planning, it was decided that the best location for the I-10 alignment was through a section of the two square mile Las Colinas archeological site. Lengthy delays in the construction due to archeological investigations and disputes over the adequacy of the work led to local community misunderstanding over the value of archeological data recovery being undertaken prior to construction. As a result, it was decided that a program of public education and participation would be developed in conjunction with the archeological investigations at Las Colinas.

The public program at Las Colinas was one of the first such programs on a large project to take place in Arizona, and one of the few that have taken place nationwide with the use of highway funds. The location of the archeological remains in a readily accessible part of a major metropolitan urban area created an ideal setting for such a program. One of the major aspects of the program was the installation of an outdoor visitor center. Field work could be observed by visitors, interpreted by a series of self-guiding display boards that relayed the story of Las Colinas and the prehistoric Hohokam through pictures, graphics, and bilingual (English and Spanish) text. During visiting hours, interpretive staff were on hand to provide further explanations, pass out interpretative brochures, and display artifacts common to Hohokam archeological sites.

Archeological excavations at La Cuidad, Papago Freeway Archeological Data Recovery Program. Photo provided by DOT.

Over 1,500 visitors stopped at the site during the first three months of program operation, and many more participated in the program up to the end of excavations in 1985. The results of the public archeology program for the Papago Freeway suggest that there is a substantial public interest and "market" for what archeology has to offer the interested layman that needs to be considered and addressed in any major archeological investigation, particularly where misunderstandings arise about the value of archeology in the context of major development projects.

(Adapted from "Interstate 10 Papago Freeway Archeological Data Recovery Program at Las Colinas and LaCuidad," brochure, Arizona Department of Transportation and

Federal Highway Administration, 1982; and "Interstate 10 Data Recovery, Public Programs at Las Colinas Archeological Site," Bill Vachon, Arizona Division, Federal Highway Administration, 1983)

Onsite with the Corps of Engineers in Georgia

In November, 1864, General William T. Sherman began his famous march to the sea from Atlanta to Savannah. By December, the city of Savannah was being pressed on two sides by Sherman and on another by a Union naval blockade. The Savannah Harbor Defense Squadron consisted of 11 vessels; one of these was the ironclad CSS *Georgia*. On December 20, 1864, Sherman's troops captured one of the principal points of the city's defense at Fort Jackson, and the Confederate forces scuttled the *Georgia* to avoid her capture. Today, she rests in about 35 feet of black, silty water on the bottom of the Savannah River -- remarkably preserved, but broken in her superstructure by previous harbor dredging activities performed since her sinking.

The Army Corps of Engineers' involvement with the *Georgia* began shortly after the close of the Civil War, when there was an immediate need to remove sunken vessels and debris impeding navigation in the harbor. In 1868, the vessel was hit by a contract dredge. The contractor's representative notified the district that they had run into a sunken vessel sheathed in iron in the riverbed.

One hundred years later, the Savannah District granted a permit for exploratory survey work at the site to the Georgia Historical Commission. The survey was carried out for the Commission by six Navy divers early in 1969. During the operation the divers brought up several pieces of timber. Their findings were that the superstructure and upper works were broken and collapsed; that the guns, engines, and heavy items were buried in 12 to 16 feet of silt; and they believe that the hull was intact.

Based on survey information, the Savannah District has recently negotiated with Texas A&M University's Cultural Resources laboratory for a study to determine the feasibility of raising the vessel. Texas A&M is recognized internationally as the foremost institution for nautical archeology in the United States. Under this study, the vessel's condition is being assessed with the aim of removing her from the shipping channel where the remains pose a continuing hazard to modern harbor traffic and development, and currently restrict the channel for ships coming in or going out of port. At the same time, the plan proposes to preserve the *Georgia* for posterity so that not only commerce is served by its removal, but also knowledge of these unique vessels of naval war might be gained. As one of the first ironclad designs executed for naval warfare, the *Georgia* demands careful attention and thoughtful preservation.

The study of the *Georgia* has combined the elements of historical and archeological research with modern engineering assessment, hydrology, sedimentology, and related scientific and technical disciplines. Eventually, work on the vessel should not only enhance the overall understanding of naval architecture and warfare of the Confederacy, but also provide an enduring cultural monument to the people of Savannah, Georgia, and the United States.

(Adapted from "CSS Georgia," pamphlet, U.S. Army Corps of Engineers, Savannah District, in cooperation with the Cultural Resources Laboratory, Texas A&M University, n.d.)

Providing Leadership in the Preservation of Archeological Resources

Federal agencies must set an example in addressing the technical and managerial challenges presented by modern archeological protection needs.

Onsite with the Bureaus of Land Management and Reclamation in Utah

The Anasazi Heritage Center (AHC) is a new museum located near Dolores, Colorado. Operated by the Bureau of Land Management (BLM), the AHC provides management, protection, and enjoyment of cultural resources from the Four Corners area, one of the richest archeological regions in the United States. The Center opened for public visitation in the fall of 1987, following installation of permanent exhibits.

The Center is set into the hillside near the remains of the twelfth century Dominguez and Escalante Anasazi ruins. These two sites are open for public visitation, and guided tours are offered. Groups and organizations may request special tours of the ruins by making arrangements with the AHC interpreter prior to the expected visit.

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Constructed by the Bureau of Reclamation (BOR) as part of the McPhee Dam and Reservoir Project mitigation, the Pueblo-style museum includes over 50 rooms (40,500 square feet) and is divided into public, administrative, collections storage, and library areas. The public area includes an exhibit hall, 100-seat theatre, library, multi-purpose room, and a museum shop.

The AHC staff currently manages about two million artifacts, samples, and documents. The Majority of the archeological collection resulted from the Dolores Archeological Program (DAP), the largest single archeological contract awarded in the United States to date. Many of the DAP items will be displayed and interpreted; the remainder will be available for study and research. AHC collections also include materials excavated from Escalante, Dominguez, and other sites on public lands in southwest Colorado. Most of these materials represent the Northern San Juan Anasazi Tradition which date approximately A.D. 1-1300.

Increased public awareness and understanding of archeology, the Anasazi tradition, and cultural resource and multiple-use public land management are major goals of the AHC. Exhibits interpret these themes through holographic images, a reconstructed Anasazi dwelling, dozens of photographs, displays of selected artifacts, and by self-guided, hands-on programs in the Discovery Area. AHC participates in the Anasazi Out Reach Program which provides curriculum packages and teaching kits on archeology, prehistory, and land use for grades K-6.

When combined with other recreational opportunities, such as the McPhee Reservoir, Hovenweep National Monument, BLM's Lowry Pueblo Ruin and Mesa Verde National Park, AHC enhances the public's opportunity to enjoy southwest Colorado and to experience, appreciate, and study the cultural resources and environmental setting of the Four Corners area.

(Adapted from "The Anasazi Heritage Center, "Public Land Resources Fact Sheet," Bureau of Land Management, 1987)

Onsite with the Fish and Wildlife Service at DeSoto NWR, Iowa

During the mid-nineteenth century, steamboats played an important role in the westward expansion of our nation. Steamboating on the Missouri River provided an economical means of shipping large quantities of provisions to military fortifications, new communities, and mining camps on the Northwestern frontier. The constantly changing channels and shifting sandbars of the Missouri River tested the professional abilities of the best riverboat captains and crews as they battled upstream with their valuable cargoes.

On March 18, 1865, Captain James Yore left St. Louis, Missouri, en route to Fort Benton, Montana Territory, with his new fully-loaded steamboat, *Bertrand*. Two weeks later, the *Bertrand* struck a snag just forward of the paddle wheel and sank in 8 feet of water. The boilers and engine were later recovered by salvors, but the cargo remained aboard.

Time passed and the landscape was greatly altered as the Missouri River changed course, burying the *Bertrand* under 25 feet of silt and sand. Lured by tales of the sinking and rumors of gold and a sixteen-ton cargo of mercury worth more than a quarter-million dollars, treasure hunters had searched for the boat for some time.

In the fall of 1967, entrepreneurs obtained a permit from the United States government to search and recover the *Bertrand*, which they believed to be located within the boundary of DeSoto National Wildlife Refuge. Since the search would be conducted on land owned by the Federal government, the contract, made with the General Services Administration and signed by the treasure hunters, was subject to the conditions of the Antiquities Act of 1906. It provided that any artifacts recovered "are and remain the property of the United States government." The "treasure" identified as quicksilver, gold, and whiskey, would be shared between the government and the treasure hunters.

Following a search with historical records and metal detecting magnetometers, the wreck was located in the winter of 1967-68. During the spring and summer of 1968 heavy equipment removed the overburden, and pumps struggled to dry out the area from groundwater. In late October the 111-foot boat was exposed and a crate of soap labeled "Stores Bertrand" raised.

Excavation continued during 1969, and by late fall all of the cargo had been removed and the structure of the boat recorded. No gold or whiskey was found, and archeological evidence showed that all but nine containers of mercury had been removed in earlier salvage efforts. The following 12 weeks were spent conserving, cataloguing, analyzing, and eventually housing and exhibiting the *Bertrand* cargo and other archeological remains.

A visitor center built in the early 1980s at DeSoto Wildlife Refuge is the home of the *Bertrand* collection. The building was designed with energy conservation and natural integrity of the Missouri River environment in mind. The DeSoto Visitor Center houses and

interprets the cargo of the *Bertrand*. It also provides interpretative exhibits on the role the United States Fish and Wildlife Service plays in conservation of our natural resources with special emphasis on the importance of the national refuge system.

(Adapted from "Bertrand," brochure, DeSoto National Wildlife Refuge, U.S. Fish and Wildlife Service, 1982)

Managing Archeological Resources on a Daily Basis as Stewards of the Past for Present and Future Generations

As Federal agency personnel grapple with the everyday problems of overseeing the nation's resources, they must remain cognizant of both the challenges and the opportunities that go hand in hand with that management charge.

Onsite with the National Park Service In and Around the District of Columbia

The National Capital Region of the National Park Service, which includes all of the park units in and around the District of Columbia, presents Federal archeological managers with the special daily challenges of population pressures and high public visibility in their continuing attempts to protect threatened, often fragile, archeological remains in their care within a densely populated major metropolitan area.

In November, 1985, National Park Service maintenance employees accidentally discovered a deposit of mid-nineteenth century trash beneath the wooden floor on the ground level of the Peterson House, the house where Lincoln died across from Ford's Theater, as part of a project to restore the flooring. The restoration work was halted and National Park Service archeologists came to examine the discovery. What they found was a layer of ash, artifacts and animal bones tossed out by the Peterson family and their boarders sometime between 1850 and the early 1860s. Archeological excavation of the trash deposit resulted in the recovery of a diversity of objects including a woman's hair comb, buttons, clay tobacco pipes, ceramics, glass bottles and an ink well. One of the most unique items is a microscope slide, probably used by the Ulke brothers, a pair of well-known entomologists who roomed at the Peterson House in the early 1860s. In addition, hundreds of animal bones were found which will enable archeologists to reconstruct part of the dietary habits of the Peterson household.

The archeological excavation was designed to investigate the earlier layers of human occupation laid down before construction of the Peterson House. From this research it will be possible to learn something about early nineteenth century development in this particular section of Washington City.

National Park Service, National Capital Region (1986) archeological excavations at Peterson House; Archeologist Steven Potter (left) Regional Director Jack Fish (right). Photo by William Clark.

The archeological work at the Peterson House is only one project among many being conducted by archeologists of the National Park Service, National Capital Region Archeology Program. Major continuing activities of the Regional Archeology Program include surveys of park lands to discover previously unrecorded archeological sites, excavating and researching significant sites for nomination to the National Register of Historic Places, preserving and interpreting archeological collections, protecting park resources from looting and vandalism, and assisting the parks with the proper, scientific recording of unexpected archeological discoveries.

(Adapted from "Archeology at the Peterson House," handout, National Capital Region, National Park Service, 1986)

(Continued on next page)

Onsite with the Tennessee Valley Authority

The Tennessee Valley Authority (TVA) and the University of Mississippi (UM) have been working in partnership since 1983 to develop and test techniques for archeological site protection and stabilization. Objectives have consisted of protecting sites illegally being looted and stabilizing sites along reservoir shorelines which are in danger of erosion caused by pool level changes and waves from power boats.

In 1983 this partnership conducted a nationwide inquiry to examine cases and reports of successful site stabilization in a variety of circumstances. Although isolated instances of stabilization work had been undertaken (primarily stone riprap and fabric filter cloth of various sorts), specific descriptions of techniques used had rarely been recorded, and virtually no monitoring of their effectiveness over time had occurred.

In contrast to the expensive use of riprap, five techniques were tested by TVA and UM, through 1986, with special emphasis on low installation cost. Three techniques were targeted at sites with high erosion in reservoir pool fluctuation zones, including: GEOWEB, a plastic blanket of connecting cells; a mattress of interlaced radial tires; and AMOCO CEF 4557, a nonwoven filter fabric.

The other two approaches were either employed to discourage looting of an eroding site by lashing downed tree trunks to a vertical bank and placing brush behind them, or to enhance public awareness of looting activities on a Mississippian period late prehistoric stone-box burial site. In the latter instance, looters' holes were backfilled, examples of archeological features (stone-box vaults and a wall trench house floor) were reconstructed on the ground surface, and interpretive signs were installed along a prepared walkway in a minipark setting.

Monitoring of all techniques will continue at six-month intervals; additional techniques are being developed and tested in a systematic way. There is no universal panacea for problems like erosion or looting. Given specific environmental settings, particular circumstances, and some creative thought, it is possible to develop cost-effective protection measures that work.

(Adapted from "Archeological Site Stabilization," J. Bennett Graham, Tennessee Valley Authority, 1987)

Encouraging and Participating in Private Efforts to Preserve and Interpret Archeological Resources

The Federal government is only one player in a partnership that helps to focus local enthusiasm and support for those archeological remnants of the past important to communities and the people who comprise them.

Onsite with the Makah Indian Nation, the State of Washington, and the Department of the Interior in Washington State

The Makah Museum, owned and operated by the Makah Indian Nation, is the nation's sole repository for archeological discoveries at the Makah coastal village of Ozette. Ozette, located 15 miles south of the present-day tribal headquarters at Neah Bay on the Olympic Peninsula, about 150 miles from Seattle, served the Makah people as a year-round home well into the twentieth century.

In 1970 tidal erosion exposed a group of 500-year-old Makah homes that had been preserved in an ancient mudslide. The thousands of artifacts subsequently discovered have helped recreate the Makah's rich and exciting history as whalers, sealers, fisherman, hunters, craftsman, and warriors.

The water-logged conditions at the site provided conditions that preserved many fragile items. Excavation with gentle spray from hoses, instead of conventional shovels and trowels, made it possible to recover items such as the shavings left by wood carvers and twine used by basketmakers. Other artifacts recovered include cedarbark pouches with whaling harpoon blades of mussel shell, seal and fish clubs, adzes and chisels for carving wood, looms and spindle whorls, pendants, decorative hair combs, hats, parts of garments, toys, and ceremonial effigies. At Neah Bay, a Makah Cultural and Research Center now houses and exhibits what has come from the mud. Everything recovered remains with the Makah.

(Adapted from "Makah Museum," brochure, Makah Cultural and Research Center, n.d.; and "Ozette and Hoko River Archeology," leaflet, Ruth Kirk, Washington State University Archeological Research Center, n.d.)

Onsite with Archeologists and the Public in Alexandria, Virginia

Archeology has been an important aspect of the study of Alexandria's past for more than twenty years. At the request of concerned Alexandria residents, rescue excavations were sponsored by the Smithsonian Institution in the 1960s to save artifacts and information from King Street sites slated for redevelopment. These early excavations led to the establishment of the Alexandria Archeological Commission and to the development of Alexandria Archaeology, which today continues an ongoing program of research and preservation throughout the City.

Archeological excavations in Alexandria have brought to light a wide range of sites spanning several centuries. These include native hunting camps, a colonial wharf, nineteenth century pottery kilns, and a lock on the Alexandria Canal. Archeologists have also examined commercial and residential sites in neighborhoods established by free black communities and by European settlers.

Alexandria Archeology studies and preserves archeological sites in the City and interprets them for the public through museum exhibitions, publications, seminars, workshops, and tours. City archeologists and volunteers work together to discover fragments of the past buried beneath Alexandria's yards, streets, and buildings. Artifacts found in excavations throughout the City are brought to the laboratory for classification and study. These artifacts are analyzed and interpreted in the context of their place of discovery and their relationship to one another, to better understand past life in Alexandria. The City now maintains an extensive artifact collection dating from 3000 B.C. to the early twentieth century.

An active group of volunteers work with the staff archeologist in almost every aspect of the Alexandria Archeology program, from excavation, artifact identification and archival research to conducting site tours, working as museum interpreters, and editing the newsletter. Orientations are scheduled throughout the year for prospective volunteers to learn more about the program.

Alexandria residents and visitors may learn more about the work of Alexandria Archeology by visiting the laboratory and museum or by visiting an excavation during the field season. Museum exhibitions in the Alexandria Archaeology laboratory display and interpret objects in the collection. In addition videotapes show recent excavations. An extensive library and artifact study collections are available to the public by appointment. The *Alexandria Archaeology Volunteer News* and continuing series of research publications are available for purchase.

(Adapted from "Alexandria Archaeology," brochure, Alexandria Archeology, 1987)

Using Archeological Resources to Make Significant Advances in Our Knowledge of the Past and Sharing the Results with the Public

Archeology leads to an understanding of the past. Archeologists have an obligation to share this knowledge with the public.

Onsite with the Corps of Engineers in the Georgia-South Carolina Piedmont

Some 150 miles upstream from Savannah, the Corps of Engineering has also been involved in completing and operating the Richard B. Russell Dam and Lake on the Savannah River along the Georgia-South Carolina border. Authorized for construction in 1966 for the purpose of hydropower generation, recreation, and flood control, construction began in 1976, and the lake filling began in October, 1983. The lake reached its full power pool elevation of 475 feet above mean sea level in the winter of 1984 and covers 26,475 acres of land. In all, about 52,000 acres were acquired for the lake inundation area, the dam, road and railroad relocations, project operations, and recreation areas.

During the development of the project, surveys located about 600 prehistoric and historic sites, 68 of which were excavated and documented. Investigators also interviewed numerous local informants and searched historic files and records. Research conducted at prehistoric and historic period sites prior to inundation is particularly noteworthy. These significant sites included:

Gregg Shoals
Testing and excavation recovered cultural evidence spanning almost the entire range of human occupation in the New World. The soil profile serves, in a sense, as a sedimentary "Rosetta Stone," which by its very completeness will allow geologists and soil scientists to piece together a picture of the changing valley landscape over the last 10,000 years.

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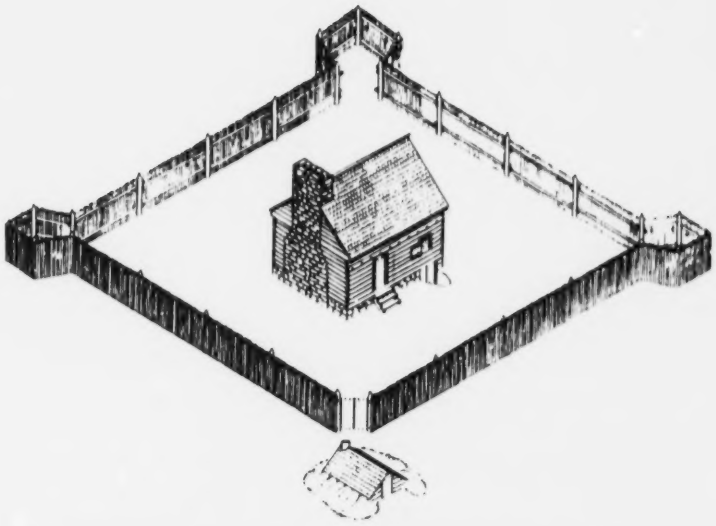
Fort Independence

Fort Independence underwent a full excavation in 1981, as well as a full document search. Location was made possible through a combination of oral history and archival research, which indicated that the fort began as a fortified plantation built to encourage settlement of the Piedmont and provide protection to settlers. Archeological investigations demonstrated that the fort was a log stockade with three bastions. Artifacts recovered represent the historic occupation as well as a prehistoric occupation dating from the Early Archaic through the Middle Woodland period. Historic artifacts include dishes, glass wine bottles and medicine vials, silver knee buckle frames, and brass buttons and shoe buckle frames. Prehistoric artifacts, such as projectile points of various kinds and butchering tools, suggest that hunting and butchering activities took place at the site Investigation of the Richard B. Russell Dam and Lake area has produced a wealth of information on the prehistory and history of the Georgia-South Carolina piedmont. The Corps' goal has been to make the program a model project, one which will benefit the general public and the scientific community by increasing understanding and appreciation of the area's heritage.



Fort Independence, conjectural reconstruction based on archeological findings and period architecture. Drawing provided by Corps of Engineers.

Rucker's Bottom

This site contains the only undisturbed evidence of PaleoIndian habitation (8,000 - 10,000 B.C.) in this part of the Savannah River Valley. Among the deepest deposits at the site was a Clovis projectile point -- a hallmark of this early period. The early deposits are overlain by preceramic and ceramic occupations, and include the remains of pole structures, cooking hearths, pits, and urn burials. Traces of at least two semicircular ditches were tentatively identified as fortifications fronting the river and encompassing an area of about 1 1/2 acres.

Beaverdam Creek Mound and Village

This site was occupied by late prehistoric Native American populations between A.D. 1200-1500 and consists of a small village area and ceremonial mound. The Mississippian period inhabitants practiced a complex economic mix of agriculture, hunting, and wild food gathering, which afforded food surpluses and allowed population growth, flourishing of the arts, elaborate religious and ceremonial practices, and complex social organization. The village probably served as the residence of a major chief and may have been a ceremonial center for a territorial or religious precinct.

(Adapted from "In Search of the Past...," brochure, U.S. Army Corps of Engineers, Savannah District, 1984)

Assisting and Coordinating Other Public and Private Archeological Protection Activities

The National Archeological Database, National Park Service

Development of a nationwide computerized archeological database has been one of the priorities of the National Park Service's Archeological Assistance Program. The creation of the National Archeological Database (NADB) was mandated by Congress as one means of eliminating redundant archeological efforts by Federal agencies and improving the Secretary of the Interior's ability to lead and coordinate Federal archeological activities.

Ultimately, NADB will consist of three parts providing summary, especially geographical information about: 1) archeological reports, 2) archeological projects, and 3) other archeological databases. NADB contains information about reports, projects, and databases such as geographic location, type of report, project or database, research questions, temporal data, and keywords.

Handbook for the "Treatment of Archeological Properties," Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation has prepared a handbook to assist Federal agencies and State Historic Preservation Officers in meeting their responsibilities concerning the treatment of archeological resources mandated under the authority of Section 106 of the National Historic Preservation Act, Executive Order 11593, and the Council's regulations (36 CFR 800). The handbook is designed to assist parties consulting under the Council's regulations to determine how archeological programs and projects should be conducted, as well as assist the Council staff, Federal agencies, and the State Historic Preservation Officers in implementing recommendations of the Council's Task Force on Archeology. In addition, it sets forth principles that will guide the Council staff in review of proposals for archeological data recovery projects. Changes to the handbook were made in 1986 pursuant to revisions of the Council's regulations.

(Adapted from "Treatment of Archeological Properties: A Handbook," Advisory Council on Historic Preservation, 1980)

Arizona Archaeology Week: Expanding Public Awareness through a Federal and State Partnership

Teresa L. Hoffman

Arizona is reaping the benefits of one of the most innovative state-wide public awareness efforts in archeology: Arizona Archaeology Week. Since its initiation five years ago, this program has developed into a strong force in public archeology and actively cultivates public appreciation for Arizona's archeological resources. Federal support plays a major role in the continued success of this unique program which is coordinated by the Arizona State Historic Preservation Office (SHPO).

Archaeology Week represents only one component of Arizona's Public Archeology Program which also includes the Site Steward Program (volunteers who assist Federal and state land managing agencies in monitoring the condition of selected archeological sites), public school curriculum development, and media involvement. Evolving over the past eight years, this program fosters the preservation of archeological resources throughout the state and counts Federal agencies among its strongest backers. The broad-reaching success of this program was recently recognized by Secretary of the Interior Donald Hodel who announced that the Arizona SHPO had won a national "Take Pride in America" award in the state government category for its coordination of the Public Archeology Program.

In the Beginning - the Archeology Advisory Group

Plagued by a legacy of vandalism, archeological resources in Arizona were offered a measure of relief by Governor Bruce Babbitt who invited archeologists and citizens to participate in the Governor's Archeology Advisory Group. Many Federal agencies participated on this Archeology Group, including the Bureau of Land Management, U.S. Forest Service, and the National Park Service (Western Archeological and Conservation Center). Sparking the beginning of an important initiative, the Archeology Group laid the groundwork for development of public archeology programs in the state. They promoted an action plan for protection of archeological resources which focused on the Homolovi Ruins, a group of sites which had suffered some of the worst vandalism in the state. The Archeology Group's efforts culminated in the legislative establishment of Homolovi Ruins State Parks Board, and an innovative approach is planned which will incorporate participatory archeology, or professionally supervised "hands-on" opportunities for park visitors.

This strong emphasis on involving the public in archeology is seen in other efforts of the Governor's Archeology Advisory Group, including development in 1982 of the nationally popular, and often requested, "Thief of Time" poster. Seeking more active public participation, the Archeology Group initiated Arizona Archaeology Week in 1983 and served as the principal sponsor of this program until 1986. The Archeology Advisory Commission formally replaced the Archeology Group in 1986 and took over sponsorship of the Archaeology Week celebration. The Archeology Commission is a statutory body that advises the SHPO and currently includes a representative of the U.S. Forest Service.

Arizona Archeology - Taking Pride in the Past

Continuing a tradition of commitment to public awareness and involvement, the fifth annual Arizona Archaeology

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Looters of the Past: An Enforcement Problem in the Pacific Northwest

Lynell Schalk

Looting: A National Problem

With the passage of the 1979 Archaeological Resources Protection Act (ARPA), it was anticipated that the ever-increasing rate of looting and destruction of this nation's historic and prehistoric sites would subside. Congress relaxed, assured it had remedied the deficiencies of the outdated 1906 Antiquities Act. Land managers and archeologists predicted a resultant rise in public awareness and concern for the problem. The law enforcement community hoped the stiffer penalty provisions would serve as a strong deterrent. These expectations have not been realized.

Archeologists and law enforcement officers report that thievery and vandalism continue relatively unabated in most regions of the country. No noticeable decline in the extent of the commercial market in American Indian artifacts has occurred. Nor have we seen a decline in the destruction caused by a hard-core group of determined hobbyists, individuals who have spent a lifetime collecting artifacts from the Federal lands. Public education has had a minimal influence on both groups. Numerous trial acquittals and lenient sentences have bolstered the collectors. The new law and subsequent enforcement efforts have pushed artifact collectors and traffickers to higher levels of sophistication in avoiding detection and apprehension by the law enforcement community.

Of the 2.3 billion acres of land in the United States, over 732 million acres are under the jurisdiction of the Federal government. The vast majority of this nation's remaining archeological sites can be found on these Federal lands. Almost half of this acreage is managed by the U.S. Department of the Interior's Bureau of Land Management (BLM). According to a study completed several years ago in the Rocky Mountain Region, the BLM is experiencing the sharpest rise in the theft and destruction of archeological resources of any of the public land managing agencies, followed by the U.S. Forest Service. But all public land managing agencies are faced with this problem.

The extent of the looting and destruction done to this nation's remaining prehistoric legacy is exacerbated by the fact that large tracts of Federal land remain unsurveyed and unvisited by archeologists. Only a small percentage of the total site inventory has even been discovered and recorded by a professional archeologist. Even fewer sites have been subjected to scientific excavation, analysis, and reporting. The BLM has surveyed 7.5 million acres of the 342 million acres under its jurisdiction resulting in the recordation of 117,033 sites. The Forest Service has surveyed 18.4 million acres of their 191 million acres and recorded 113,574 sites. Both agencies still have enormous amounts of land with unknown and unrecorded resources.

It continues to be a challenge for any agency to protect such a vast land base. In order to do its job, the Forest Service employs 123 archeologists, 600 law enforcement rangers, and 130 special agents nationwide to patrol and protect lands under its management. The BLM, with its larger land base, employs only 125 archeologists, 33 rangers, and 28 special agents. Of this, only three agents and one ranger are stationed in the Pacific Northwest. The contrast is further magnified by the difference in agency budgets. In 1986 the Forest Service budget was three times greater than the BLM's. With this level of funding and personnel, the Forest Service has traditionally had a greater enforcement and protection capability, although much remains to be done.

Site Destruction in the Pacific Northwest

At the time of the Lewis and Clark Expedition in the early 1800s, there were an estimated 125 different Indian tribes living in the Pacific Northwest speaking 56 different languages. The land was rich in diverse cultures. Archeologists have determined through the remains of these early cultures that man has inhabited the region for over 12,000 years. Today over 17,000 sites have been recorded in the states of Oregon and Washington. Many more have yet to be discovered, recorded, studied, and protected for the many values they contain. But archeologists, Native Americans, and citizens concerned about our historic and prehistoric heritage now find themselves in a race with the clock.

Archeological sites in the Pacific Northwest are suffering a national onslaught of looting and vandalism by artifact traffickers and hobbyists. The Great Basin, Columbia River, and Snake River regions of eastern Oregon and Washington have traditionally been the artifact collector's paradise. Northwest Coast artifacts are highly prized by dealers and command immense prices on the national and international market. In 1982 five wooden Northwest Coast Indian masks valued at $1,150,000, were stolen from the Museum of the American Indian in New York. One Great Basin arrowhead on display in a private Northwest museum is reportedly valued at $10,000. The Columbia River region along the Oregon-Washington border is known by collectors for its "gem point" arrowheads. Because they are finely flaked and often made of semi-precious stone, Columbia River Gem Points are considered by dealers to be among the most valuable stone relics in North America. Oregon sites also yield finely

carved and polished stone, bone, ivory, and horn artifacts. Many of the dry cave sites in eastern Oregon once contained highly valuable ancient sandals and baskets. The BLM recently recovered two perfectly preserved woven sandals that had been illegally excavated from a cave site several years ago.

A recent find of a Clovis point by an amateur archeologist who then turned his discovery over to a professional archeological team, has resulted in a major scientific investigation of the remote site where the spearpoint was found. Clovis points are dated between 10,000 and 12,000 years old and are known to be associated with [extinct] mammoths. Because of their rarity, these points are prized by collectors and dealers who are willing to pay hundreds and perhaps even thousands of dollars for them. The BLM is keeping this site's location secret in the hope of avoiding looting, until the site has been fully studied and recorded.

In addition to its gem-quality arrowheads and intricately carved stone, bone, and horn artifacts, the Columbia Plateau of Oregon and Washington is recognized as one of the nation's richest regions for rock art. In 1978, thieves removed over 20 rock art panels from a basalt face on public land along the Owyhee River. The panels were never recovered. Since this site was not archeologically recorded, its story has been lost for all time. Another rock art panel, listed on the National Register of Historic Places, was partially destroyed when vandals attempted to steal a lizard design by prying it loose from the boulder. After successfully removing the design, the thieves were apparently startled, for they dropped it and fled.

Commercial exploitation is not the only threat facing Northwest archeological sites. These resources also continue to experience a devastating onslaught by intense hobby interest. In 1983 four individuals were investigated for digging a turn-of-the-century historic town site in southern Oregon. Over 40 holes, some over 12 feet deep, were illegally dug within the town site. These individuals fled when detected by a BLM employee. Each spring, hobbyists return to a lake area rich in ancient Indian pit house sites. Only because of increased sheriff's patrols over the past two years under a BLM law enforcement agreement, has this area been spared from complete destruction. In 1981 three Klamath Falls men were apprehended with screens and shovels in a cave site in a valley in eastern Oregon. Archeologists estimate this site may be as old as 10,000 years. It is one of only four such sites known to remain in this region. Another midden-rich cave in Harney County, after partial scientific excavation by an Oregon university, was fenced and signed to prevent vandalism. In 1982, vandals tore the fence down, ripped the concrete foundation posts from the ground and threw them over the cliff. They then shoveled through the site.

Several examples have recently underscored the increased sophistication of the hobbyist's vandalism. One Oregon man on probation after two criminal investigations and one conviction, was apprehended a third time looting yet another Federally-protected site, just three months after his trial. When the BLM investigator arrived the next day, all footprints had been brushed away. (NOTE: The judge scolded the defendant during his subsequent probation revocation hearing for his "negligent" behavior, but his probation was not revoked.) In Harney County, a hobbyist has boasted about digging at night using a bottomless canvas tent and a lantern. The tent is reportedly placed over the hole while he digs from inside to conceal his activity.

In the spring of 1986, a site along the banks of the Owyhee River was extensively bulldozed. To avoid detection, the hobbyist removed the site material in a dump truck, then hauled it away to a safe place where he leisurely screened through it. In October of 1986, only one week after two eroding prehistoric Indian burials were excavated at Yaquina Head Outstanding Natural Area along the Oregon coast by a team of archeologists, thieves entered the site on the caretaker's day off. As they dug through the site, they threw the site material over the cliff into the crashing waves 300 feet below. This ancient Indian village was recently dated by archeologists as being over 5,000 years old.

In 1986, the United States Attorney in Oregon charged two eastern Oregon men with illegally excavating a site along the Owyhee River on Bureau of Reclamation lands. BLM conducted the investigation and recovered over 300 artifacts from one of the defendant's homes, including flakes, arrowheads, charcoal, a spearpoint, and pieces of bone. These two men later pleaded guilty, resulting in BLM's first ARPA convictions in Oregon. (NOTE: Earlier BLM cases had been tried prior to the issuance of the ARPA regulations, but resulted in acquittals or declinations by the U.S. Attorney's Office, or in the charging of the defendants under Federal statutes for theft and destruction of government property.) Although Oregon has one of the highest rates of Federal prosecution in the country for archeological violations, this looting by both hobbyists and traffickers continues.

One of the factors affecting protection efforts in the Pacific Northwest has been the news media attention that archeological looting has received in the American Southwest to the neglect of similar problems elsewhere. National protection efforts and funding emphasis have focused on the Southwest's spectacular Indian cliff-dwellings and commercially valuable pottery. Prosecutions in the Southwest frequently target commercial artifact traffickers. The news media primarily prints articles on national trafficking in illicitly obtained Southwestern artifacts. Politicians are taken to sites looted by commercial traffickers. Little notice is given to the hobbyists' equally destructive activity. Continuing this narrow

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view of the values of archeology, a recent General Accounting Office task force, examining what land-managing agencies are doing to protect this nation's archeological resources, concentrated on the Southwest. While all eyes are directed on the Southwest, vandalism and looting continue in other regions and violators appear fearless of prosecution. If enforcement efforts and news media publicity continue to have a Southwest emphasis, we can anticipate a move by commercial traffickers into other regions. Already the cities of Portland and Seattle are becoming major national centers for the sale of Indian relics.

Conclusion

As indicated above, looting outside the American Southwest has received little news media or political attention. There have been no gubernatorial proclamations on protection of our Indian heritage as was done in Arizona; no large scale investigative task forces or statements by the Department of Justice that "war is declared on pothunters" such as that which occurred in Utah; and no special Washington-based funding of any Federal agency for enforcement in the Northwest. Even when charged in the criminal justice system, defendants find jurors with no appreciation for archeological protection. Defendants are subsequently acquitted or merely convicted of misdemeanors.

As site vandalism and theft continues in the Pacific Northwest, the Native American community has become more vocal in its concern for the protection of America's cultural heritage. It is common for local police agencies to receive reports of modern Indian cemeteries being dug into, with grave stones thrown aside. Prompted by this Native American concern, Oregon recently strengthened its burial statute. Oregon law now makes it a felony to dig Indian graves or publicly display Indian remains. The State of Washington is following Oregon's precedent.

Although the author has cited cases which have occurred in the Pacific Northwest, this criminal activity is occurring in all regions of the country. Land-managing agencies, elected officials, and concerned citizens must begin to address this massive problem of the loss of our prehistoric and historic record on a national basis. Although it is acknowledged that the Southwest is experiencing site destruction created by a large-scale commercial market, the resource is rapidly vanishing in all areas of the country. In some regions, relative to the total site inventory, what is known of the archeological record, and the intensity of hobby interest, our prehistoric legacy may be disappearing at a more devastating rate than it is in the Southwest. Many believe it is time to redirect and rebalance our attention and begin to look at this looting as a national problem.

To meet this challenge, land-managing agencies must begin to intensify public education and enforcement efforts. Courts and prosecutors, legislators and governors, and the general public must also share in this responsibility to protect our past from the looters of our present. But because agencies are continually faced with a lack of funding and personnel, resulting in little emphasis and low prioritization for archeological enforcement, we must also encourage increased citizen awareness and public support.

In the fall of 1986, the BLM in Oregon and Washington launched a special archeological resource protection program entitled "OPERATION SAVE -- Save Archeological Values for Everyone." OPERATION SAVE proposes to increase citizen awareness and enforcement of the Archaeological Resources Protection Act in the Pacific Northwest. Relying on cooperative efforts by law enforcement officers, archeologists, land managers, and public affairs specialists, and assisted by our field employees and the citizens of the Pacific Northwest, we have initiated public education programs, pro-active enforcement operations, and employee and interagency training. The logo for this program is taken from a Wishram Indian legend which depicts a woman chief whom Coyote changed into a rock, high on a cliff overlooking the Columbia River. She is called Tsagaglalal, "She Who Watches." This prehistoric design can be found on carved artifacts and basalt cliff faces throughout the Columbia River region. The BLM, through OPERATION SAVE, is asking all citizens to share in the responsibility for watching over our prehistoric and historic heritage. The BLM has developed public service announcements, a toll-free crime-reporting telephone number, posters and brochures, photo exhibits, a governor's proclamation, employee and interagency training, news media releases and press interviews. In the spring of 1987 BLM launched an aerial surveillance and detection program over a three-state area, the largest such surveillance effort to apprehend violators in the history of archeological enforcement. During this operation, officers encountered fourteen violations of archeological laws; OPERATION SAVE will be a continuing program. Our objective is to halt the continuing illegal destruction and irretrievable loss of our nation's archeological legacy -- if we are not too late.

Lynell Schalk is Special Agent-in-Charge, Bureau of Land Management, Portland, Oregon.

Arizona Archaeology Week
(Continued from page 31)

Week was celebrated from March 22-28, 1987. This year's celebration revolved around the theme "Take Pride in the Past: 100 Years of Arizona Archeology" and honored the centennial of the Mary Hemenway Southwestern Archeology Expedition. Archaeology Week 1987 was highlighted by numerous events and activities across the state, with over 50 organizations participating and sponsoring dozens of programs in many communities. The Governor and mayors of 23 cities and towns issued official proclamations for the event. Major components of the 1987 program included a poster design competition, a teacher's workshop, an exhibition at the State Capital, and public information efforts. Federal agencies played a major role in many of these activities.

Promoting Awareness through the Poster Design Competition

Held annually in conjunction with Archaeology Week, the poster design competition encourages artists and archeologists alike to lend their talents to promoting awareness and appreciation of Arizona's unique cultural resources. Sponsored by the Arizona Archeology Council, Archeology Advisory Commission, and State Historic Preservation Office, the contest's purpose is to develop a poster to advertise Archaeology Week and feature the theme for the annual celebration. In previous years the Bureau of Reclamation and U.S. Forest Service have offered their support by printing the poster.

Reaching out at the State Capital Exhibition

Reaching legislators and a broad spectrum of the public is the goal of another major component of Archaeology Week: the annual exhibition at the State Capital Museum in Phoenix. Offering the public the opportunity to explore various aspects of Arizona archeology in 19 exhibits and displays in 1987, the State Capital Museum exhibition also provides the chance to view prehistoric crafts demonstrations (flintknapping or stone tool manufacture, pottery decoration, ceramic manufacturing techniques). A public reception featuring Hopi Indian dancers illustrated the connection between past and present cultures in Arizona. Federal agencies are always well represented at the State Capital exhibition and in 1987 the participation of the Bureau of Reclamation, Bureau of Land Management, National Park Service (Western Archeological and Conservation Center, Casa Grande Ruins National Monument), and U.S. Forest Service highlighted the exhibits.

Variety Spices Statewide Events and Activities

Innovation and variety are the passwords for the core of Arizona Archaeology Week: the events and activities that are sponsored across the state. Archeological site tours, open houses, tours of archeological laboratories, public lecture series, talks by archeologists at local schools, video and slide programs, exhibits, free admission days at museums, demonstrations of prehistoric crafts, and archeology "how-to" workshops for children and adults are examples of the events offered to the public. Over the past few years, the Bureau of Land Management has played a particularly active role in sponsoring many events and activities in each of their districts in the state. In 1987 other Federal agency participants provided their support, including the National Park Service (Navajo National Monument, Grand Canyon National Park, Casa Grande Ruins National Monument, Western Archeological and Conservation Center), U.S. Forest Service (Tonto National Forest, Prescott National Forest, Coconino National Forest), and Bureau of Reclamation.

Presenting Information to the Public

Offering information to the public on Arizona Archaeology Week events and activities is a major effort by many organizations. In 1987 the SHPO distributed a well received brochure highlighting the major activities across the state. The many press releases and other informational material sent out by the SHPO and others resulted in excellent television, radio, and newsprint media coverage State wide.

The Bureau of Land Management played a significant role in publicity in 1987. The BLM State Office published an edition of their "Update" newsletter that was devoted to archeological activities in each of their districts. BLM also played a key role in producing public service announcements (PSA's) featuring Ted Danson (star of television series "Cheers"). The PSA's urged public involvement in "the adventure of discovery" and protection of cultural resources. Danson, an Arizona native, is the son of long-time Arizona archeologist Dr. Ned Danson. The PSA's were a cooperative effort between the BLM Phoenix Training Center (PTC), BLM State Office, Arizona State Museum, and the SHPO. The 10-and 30-second television spots and 30-second radio PSA's were produced by PTC on location in Los Angeles and were distributed in cooperation with the SHPO in time for Arizona Archaeology Week activities.

Keeping an Eye on the Past and the Future

Arizona Archaeology Week continues to grow as a dynamic program for promoting the past. Federal agencies play key roles in assisting the SHPO and harvest the benefits of a positive public attitude toward public lands and resources. The Federal and State partnership is vital in ensuring the success of future Arizona Archaeology Week efforts and other public programs and in taking public awareness to even greater heights.

Teresa L. Hoffman is an archeologist with the Arizona SHPO office.

Awards for Archeological Achievement

Robert F. Crecco

A review of Federal awards for meritorious archeological achievement shows very few national recognition programs in connection with Federal projects. Generally, those few awards that are given for innovative, exemplary archeological projects or programs are under the umbrella of historic preservation rather than specifically for archeology. This is surprising since good management practices, the growth of the archeological profession, and building the public stature of archeology warrant recognition awards in the archeology field.

Several Federal agencies operate award programs that recognize archeological achievement under the aegis of historic preservation. For example, the National Park Service has an award program that includes preservation eligible components but none specifically recognizing archeology, such as: the Conservation Service Award, Public Service Award, NPS Special Commendation, the Oppleman-Henry A. Judd Award, and Charles E. Peterson Prize. The Bureau of Land Management has an Incentive Awards Program.

The level of recognition for exemplary archeology received a big boost in 1984 with the Department of Transportation's "Outstanding Public Service to Transportation and Historic Preservation" awards program, a biannual event hosted by the Secretary of Transportation and cosponsored with the Chairman of the Advisory Council on Historic Preservation. Innovative and meritorious archeological programs involving transportation projects in Arizona (La Ciudad) and Illinois (American Bottom) again received Secretarial awards in 1984, and 1986 in New Jersey (Abbott Farms), North Carolina (Olde Fayetteville Commons), Hawaii (Kona Field System) and California (Maidu Encampment). Recipients were hosted in Washington, D.C., for a conference and presented the awards by the Secretary and Council Chairman.

Another national historic preservation recognition program has been under consideration for some time under the sponsorship of the Department of the Interior and the Advisory Council on Historic Preservation. Section 110(h) of the National Historic Preservation Act authorizes Interior to establish an annual preservation awards program with monetary awards to Federal, State, and local individuals for their outstanding contributions to the preservation of historic resources. The Interior Secretary also may recommend Presidential awards to any citizen of the United States. It is the Section 110 authorization that is providing the impetus for [illegible] Interior Council awards program discussions. In implementing this program the opportunity to highlight archeological achievement should not be overlooked.

In addition to awards presented by the Federal government, archeological achievement within the Federal government has been recognized by other organizations. Recently the Society of Professional Archeologists presented Larry D. Banks (Army Corps of Engineers) with the Seiberling Award for his outstanding achievement in the protection of America's cultural resources. Public awareness of archeology and protecting its valuable resources is an important objective. Awards programs for archeology are an obvious tool for use by both the Federal agencies and the private sector and should be expanded to achieve that objective.

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